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DRAFT
STAGE 1

OAKLAND-EAST BAY GALLERIA
Staged Environmental Impact Report

ER 89 - 07
SCH #90030318

May 1991

ESA

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City of Oakland
Oakland, California

RELEASE OF REPORT FOR PUBLIC REVIEW

California Environmental Quality Act (CEQA)

DRAFT ENVIRONMENTAL IMPACT REPORT FOR:

OAKLAND-EAST BAY GALLERIA

The City of Oakland is hereby releasing this Draft Environmental Impact Report (EIR) for Stage 1 of the proposed Oakland-East Bay Galleria, finding it to be accurate and complete and ready for public review. Members of the public are invited to respond to the EIR. Comments should focus on the sufficiency of the EIR in discussing possible impacts on the environment, ways in which adverse effects might be minimized, and alternatives to the project in light of the EIR's purpose to provide useful and accurate information about such factors. Please address all comments to the Oakland City Planning Commission, Attention Charles S. Bryant, Environmental Review Coordinator, Oakland City Planning Department, One City Hall Plaza, Oakland, CA 94612. Comments should be received no later than Monday, July 1, 1991.

_X_ The City Planning Commission will conduct a public hearing on the Draft EIR on June 12, 1991 at 6:30 p.m. in the Garden Center, Lakeside Park, 666 Bellevue Avenue.

_X_ After all comments are received, a Final EIR will be prepared and considered for acceptance by the City Planning Commission on (to be scheduled) at 6:30 p.m. in the Garden Center, Lakeside Park, 666 Bellevue Avenue.

_X_ The Draft EIR is attached.

___ The Draft EIR is available at the City Planning Department.

If you have any questions, please telephone the City Planning Department at 273-3941. Ask for Stanley Muraoka.

Alvin D. James
Director of City Planning

Charles S. Bryant

by: CHARLES S. BRYANT
Environmental Review Coordinator

PLACE
POSTAGE
HERE

City Planning Department
1330 Broadway Suite 310
Oakland, California 94612

Attn.: Stanley Muraoka
Environmental Planner
Oakland-East Bay Galleria

PLEASE CUT ALONG DOTTED LINE

PLACE
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City Planning Department
1330 Broadway Suite 310
Oakland, California 94612

Attn.: Stanley Muraoka
Environmental Planner
Oakland-East Bay Galleria

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL STAGE I AND DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORTS

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

TO: City Planning Department
Stanley Muraoka, Environmental Planner

Please send me a copy of the Final EIR.

Signed: _____

Print Your Name and Address Below

REQUEST FOR DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT

TO: City Planning Department
Stanley Muraoka, Environmental Planner

Please send me a copy of the Draft Supplemental EIR.

Signed: _____

Print Your Name and Address Below

DRAFT
STAGE 1

OAKLAND-EAST BAY GALLERIA
Staged Environmental Impact Report

ER 89 - 07
SCH #90030318

May 1991

Prepared for:
City of Oakland

Environmental Science Associates, Inc.

301 Brannan St.
Suite 200
San Francisco, California
94107-1811
(415) 896-5900

Also offices in

Los Angeles

Sacramento

89396

ESA

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I. INTRODUCTION

A. PURPOSE AND USE OF THIS STAGED ENVIRONMENTAL IMPACT REPORT

The Redevelopment Agency of the City of Oakland (Agency) proposes to acquire property and relocate existing businesses and residents on the six blocks bounded by 17th Street, San Pablo Avenue, 20th Street and Broadway. It is envisioned that this property acquisition would ultimately permit construction of a mixed-use development containing approximately 1.12 million square feet of retail space, 600,000 square feet of office space, and between 3,000 and 4,000 parking spaces.

Because of the conceptual nature of the mixed-use development envisioned for the property to be acquired and the discrete actions associated with acquisition of the property and business and resident relocation, a Staged Environmental Impact Report (EIR) is being prepared. The California Environmental Quality Act (CEQA) Guidelines Section 15167 provides that:

(a) Where a large capital project will require a number of discretionary approvals from government agencies and one of the approvals will occur more than two years before construction will begin, a staged EIR may be prepared covering the entire project in a general form. The staged EIR shall evaluate the proposal in light of current and contemplated plans and produce an informed estimate of the environmental consequences of the entire project. The aspect of the project before the public agency for approval shall be discussed with a greater degree of specificity.

(b) When a staged EIR has been prepared, a supplement to the EIR shall be prepared when a later approval is required for the project, and the information available at the time of the later approval would permit consideration of additional environmental impacts, mitigation measures, or reasonable alternatives to the project.

Preparation of a Staged EIR is logical because the start of the discretionary approval period (for property acquisition and business and resident relocation) could occur more than two years before construction of the mixed-use development. In order for the Agency to assemble the land parcels that would constitute the property, the Agency would have to prepare and approve a Relocation Assistance Plan for displaced businesses and residents. As stipulated by CEQA Guidelines, the "Stage 1 EIR" will specifically analyze acquisition and relocation, potential remediation activities, and

also provide a general analysis of all other environmental issues. When detailed design information is available regarding the mixed-use development, a Supplemental (Stage 2) EIR will be prepared. The Stage 2 EIR will evaluate project plans in the context of current setting information.

This Stage 1 EIR has the following purposes:

- to fulfill CEQA requirements;
- to inform the general public, the local community, and responsible and interested public agencies of the nature of the proposed project, its possible environmental effects, possible measures to mitigate those effects, and alternatives to the proposed project; and
- to enable the Oakland City Council, sitting as the Redevelopment Agency, to consider the environmental consequences of property acquisition and, in conformance with CEQA, determine whether to approve, disapprove or modify the proposed project.

B. APPROACH TO AND ORGANIZATION OF THE EIR

This EIR has been organized into the following sections:

Chapter I, Introduction: Briefly describes the proposed project, the status of its planning, and discusses why a Staged EIR is being prepared.

Chapter II, Summary: Summarizes the project description, the environmental impacts that would result from project implementation, and the mitigation measures suggested to reduce or eliminate impacts.

Chapter III, Project Description: Discusses the project objectives, describes acquisition through both condemnation (eminent domain) and other means (willing seller), and describes relocation of existing businesses and residents on the property to be acquired.

Chapter IV, Environmental Setting, Impacts and Mitigation Measures: Describes the existing setting, discusses the environmental impacts, and identifies the mitigation measures for the thirteen issue areas studied in this Draft Stage 1 EIR. Where possible, the environmental impacts are discussed in detail in this Stage 1 EIR. Impacts associated with the second phase of the project are discussed generally in this Stage 1 EIR and would be examined further in the Stage 2 EIR.

Chapter V, Impact Overview: Presents CEQA-required discussions on growth inducement, short-term versus long-term productivity, significant irreversible environmental effects, unavoidable significant effects, and effects found not to be significant.

Chapter VI, Alternatives: Presents the three alternatives to the project and provides a discussion of the environmental impacts associated with each alternative.

Chapter VII, EIR Authors and Organizations and Persons Consulted: Lists references, persons and organizations consulted during report preparation.

Chapter VIII, Distribution List: Lists individuals and organizations that receive the Draft EIR.

1. CHARACTER OF AND RELATIONSHIP BETWEEN EIR STAGES

This Draft Stage 1 EIR is the first part of a four-volume set that will comprise the environmental documentation for the project. Volume 1 contains the Draft Stage 1 EIR and appropriate Technical Appendices; Volume 2 will include the comments received during the public review period on the Draft Stage 1 EIR and responses to these comments; Volume 3 will be the Draft Stage 2 EIR and appropriate Technical Appendices; and Volume 4 will include the comments received during the public review period on the Draft Stage 2 EIR and responses to these comments. Technical reports and other sources referenced in the EIR will also be made available for public review.

2. ISSUE ANALYSIS FOR EIR STAGES

The ultimate project site boundaries would depend on the design and layout of the project, and thus, as appropriate, impacts will be presented at a general level of detail consistent with the conceptual nature of the project. The Stage 1 EIR addresses the impacts associated with acquisition of site property, the subsequent relocation of existing businesses and residents, and potential demolition of structures on the western portion of the project site. Thus, the issues to be examined in detail in this Stage 1 EIR include Land Use and Planning, Business and Resident Relocation, and Public Health and Safety. It is within these three topic areas that specific impacts as a result of the project would occur. Impacts that would occur as a result of construction and operation of the Oakland-East Bay Galleria are generally discussed in this Stage 1 EIR. A more specific level of analysis of impacts associated with construction and operation will be presented in the Stage 2 EIR when specific design and layout of the Oakland-East Bay Galleria project is known.

C. HISTORY OF THE PROJECT

Oakland's earliest commercial concentration was in the area currently known as "Old Oakland". By the early 20th century, core commercial activities had migrated up Broadway, and by the late 1920s, a new "Uptown" district emerged north of 14th Street. Among its important major institutions were Capwell's, Breuner's and I. Magnin's department stores, and the Fox and Paramount Theaters. Through the 1950s, the Broadway corridor north to 20th Street was a thriving commercial area.

Through the 1940s and 50s, downtown Oakland was a regional retailing center. As the suburban migration began, retail followed, leaving the downtown to follow the population movement. By the mid-1960s, the Central District was deteriorating. The retail and commercial core was stretched along Broadway from 10th Street to Grand Avenue, with pockets of vacant and run down buildings.

In 1966, the City Council adopted a Central District Plan to provide a comprehensive framework for the area's improvement and growth. It called for a "highly developed, compact, and very diversified core containing an intense concentration of regionally dominated office and retail activities." The area bounded by San Pablo Avenue, 20th Street, Telegraph Avenue and 17th Street, called "Telegraph Square" in the Plan and identified as a prime development site, was proposed for "an integrated complex of major retail, office, large-scale parking, and possibly hotel and transportation activities."

Urban renewal in the 1960s began the redevelopment of Downtown Oakland. The City Council as the Oakland Redevelopment Agency adopted the Central District Urban Renewal Plan (CDURP) on June 12, 1969. Early plans called for a major regional shopping center in the City Center project between 11th and 14th Streets, just west of the Clorox building along Broadway. In 1973 the Taubman Company began planning a shopping center at the City Center location with the master developer, Grubb and Ellis. Other redevelopment projects, such as the Hyatt Hotel and Convention Center at 11th and Broadway and the Transpacific Center across Broadway, went ahead, but by 1979, the necessary long-term major department store commitments to the shopping center could not be secured. In 1980, with a new master developer, Bramalea Pacific, the Agency decided to change the shopping center site. There were two reasons for this decision.

The changing office market, with many office users leaving San Francisco and looking elsewhere, made a mixed-use office project a more desirable use for the City Center property. Also, it was felt that it was more effective to use the existing retail core, around the Emporium store, than to create two nodes of department store-anchored retail, one at City Center and one at 20th Street.

Major private office developments were completed in the area around Kaiser Center, at the northeastern corner of the downtown area. The location of the Emporium and I. Magnin's (which, by 1981 were the only remaining major department stores in downtown Oakland) at 20th and Broadway suggested that the appropriate location for a major retail center would be adjacent to these existing stores, linking the Kaiser Center/Snow Park and City Center office developments, as originally proposed in the 1966 Central District Plan. A number of other retail developments were proposed, such as the shops at City Square, at Jack London Square and at the Pacific Renaissance Plaza. Although these do or will represent a significant increase in the basic supply of retail shopping opportunities in the downtown core, few of them are in the Broadway corridor and they serve different and narrower markets than a regionally oriented shopping center. Broadway has not been the focus of any of the projected new retail activity.

On May 27, 1982, the Redevelopment Agency charged the City Manager with formulating a recommended approach to the development of what was known as the "San Pablo Quadrangle of the Oakland Central district" (an area larger than the project site). In response to the Agency's charge, a development program was outlined, and in 1983, the Office of Economic Development and Employment (OEDE) took several steps in preparation for the formal initiation of the development of a shopping center for the 20th Street/Broadway area. These included preliminary evaluations of different mixes of uses; investigation of typical public/private venture structures, and analysis of the market potential for such a development. A series of retail sales analyses (Keyser Marston Associates, Inc., October 1983) showed that the Oakland trade area in general, and downtown in particular, was seriously underserved.

Early in 1984, OEDE requested that the City Council, sitting as the Redevelopment Agency, establish the following committees:

1) A large representative Retail Center Advisory Committee to act as a forum for presentations and community feedback of progress made by City staff and consultants in the preparation of a Development Program; and

2) a smaller Retail Center Development Program Committee to work more closely with staff and consultants on the preparation of the Development Program.

The Development Program was intended to be the City's expression of what it wanted to see in terms of quality, scale, location, impacts, and anticipated public and private cost. It would also outline the process by which the City intended to realize its expectations. It was emphasized that this process must be the result of consensus building, because it would eventually become the City's basis for soliciting, selecting, and negotiating with a developer.

OEDE then began making a series of presentations and conducting meetings on the Retail Center project before local historical, design and business groups. A number of studies were undertaken, and early conceptual designs were developed by ELS Architects, under contract to OEDE. An elaborate rating system was used in the evaluation of these designs, including feasibility, and a preferred conceptual plan was selected. In May 1985, the City presented the Retail Center plan to a panel of eight development experts brought together by the Urban Land Institute. The culmination of this effort was the issuance of a Request for Qualifications from developers in July 1985, and the acceptance by the Redevelopment Agency in January 1986 of the offer of exclusive right to negotiate with Rouse-Oakland, a subsidiary of The Rouse Company (TRC) of Columbia, Maryland.

Since that time, additional analysis has been performed concerning design, development mix, financing and other planning considerations. Extensive consultation and negotiation between the City and TRC, and between TRC and potential major retail tenants have taken place. In addition, the City has pursued a concurrent program of improvements to the Broadway corridor. By Resolution 89-36 of May 30, 1989, the Redevelopment Agency authorized a Pre-Development Agreement with TRC and initiation of environmental, conceptual design and economic analysis studies. By September of 1989, TRC had obtained commitments from four major retailers: Nordstrom, Macy's, Emporium and J.C. Penney.

The project itself is within the area of the CDURP. State redevelopment law allows the Redevelopment Agency, in accordance with its locally adopted procedures, to acquire property by condemnation anywhere within the redevelopment area. The City of Oakland imposed a further restriction in Section 402(a) of the CDURP, that condemnation could only be used for acquisition within acquisition, activity and rehabilitation areas ("action areas") established by the City Council. These "action areas" include the City Center, Chinatown, and Victorian Row/Old Oakland projects. The proposed Retail Center is not within an "action area." On June 11, 1985, the City Council adopted an ordinance amending Section 402(a) of the CDURP. Among other things, the amendment enabled acquisition by condemnation of property for a retail center, but indicated that such authority would terminate if plans establishing project boundaries had not been submitted to and approved by the Redevelopment Agency within the 24 months of adoption of the amendment. Given the lengthy and complex planning and negotiation process, it was not possible to establish and gain approval of project boundaries in the time allotted, and the provision expired.

In late 1989 and early 1990, the City Planning Commission, City Council and Redevelopment Agency reviewed and adopted an amendment to the CDURP (ORA 90-11 C.M.S., March 13, 1990; Ordinance No. 11198 C.M.S., March 27, 1990), reinstating the period for acquisition by condemnation for a retail center to the full limits allowed by State Redevelopment law. State law provides that condemnation proceedings must be initiated within 12 years from the date of establishment of the plan. In accordance with the provisions of City of Oakland Ordinance No. 10822 C.M.S., adopted on December 16, 1986, and pursuant to the requirements of the Section 33333.4 of the Health and Safety Code, this would be December 16, 1998. The purpose of the amendment was to provide a more realistic time frame for development, processing and implementation of the Retail Center project, and to conform with state law.

By Resolution 90-18, adopted April 24, 1990, the Redevelopment Agency established project boundaries of 17th Street, San Pablo Avenue, 20th Street and Broadway for the purposes of planning and developing the Retail Center in accordance with the CDURP. Design efforts continue, with Elbasani and Logan Architects as architectural consultant, but no agreement on a final design has been reached.

The proposed project consists of two phases. The first phase is Redevelopment Agency acquisition of property and relocation of existing businesses and residents in the area bounded by 20th Street on the north, Broadway on the east, 17th Street on the south and San Pablo Avenue on the west. In addition, demolition of existing structures on the western portion of the project site could occur during the first phase if necessary to initiate remediation of hazardous contamination. The second phase would be the construction of a retail center containing approximately 1.12 million square feet of retail space, possibly 600,000 square feet of office space and between 3,000 and 4,000 parking spaces.

The following table summarizes the impacts and mitigation measures associated with the proposed project.

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
A. Land Use and Planning				
IV.A.1	The project would result in a change in land use at the project site.	Not Significant.	None Warranted.	Not Significant.
IV.A.2	The project would generally comply with the plans and policies of the *Land Use Element of the Comprehensive Plan, the Oakland Policy Plan Component of the Comprehensive Plan,* and the *Central District Urban Renewal Plan.*	Not Significant.	None Warranted.	Not Significant.
IV.A.3	The project would generally comply with the existing zoning at the project site.	Not Significant.	None Warranted.	Not Significant.
IV.A.4	The project would contribute to cumulative land use impacts associated with development in the Central district of Oakland.	Not Significant.	None Warranted.	Not Significant.
IV.A.5	If design or construction of the project is delayed, the number of vacant buildings in the project site could increase.	Not Significant.	None Warranted.	Not Significant.
IV.A.6	If design or construction of the project is delayed, the amount of vacant land and/or surface parking area at the project site could increase.	Not Significant.	None Warranted.	Not Significant.

II. SUMMARY TABLE (Continued)

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
B. Business and Resident Relocation				
IV.B.1	The project would result in the displacement of existing businesses at the project site.	Significant.	To reduce the financial hardship on existing businesses that would be displaced during the first phase of the project, the Agency would assist businesses in relocating to the full extent required by law.	Not Significant.
IV.B.2	The project would result in the displacement of existing residents at the project site.	Significant.	To reduce the financial hardship on existing residents that would be displaced during the first phase at the project, the Agency would assist residents in relocating to the full extent required by law.	Not Significant.
C. Visual Resources and Urban Design				
IV.C.1	The acquisition of property and subsequent relocation of businesses and residents at the project site would leave buildings and residences temporarily vacant.	Not Significant.	None Warranted.	Not Significant.
IV.C.2	Demolition of existing structures in the western portion of the project site would result in an increase in the amount of vacant land and/or surface parking area.	Not Significant.	None Warranted.	Not Significant.

IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
C. Visual Resources and Urban Design (continued)			
IV.C.3 The project could result in visual and urban design impacts.	Stage 2 EIR will discuss impacts in detail.	(a) To conform with the policies and standards of the OCDDP and the Land Use Element, include design criteria for the project that is consistent with established design policies in the City's Request for Qualifications for developers. (b) To minimize height and bulk impacts, design and orient the buildings associated with the project on a human scale. For example, the development of a pedestrian district would contribute to a human scale development. Pedestrian streets could be designed to include continuous ground floor retail, street tree plantings, benches, fountains, open air greenways and setbacks. (c) To minimize shadows in public areas, especially those designated as pedestrian streets, design the project with setbacks on upper floors.	

IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
C. Visual Resources and Urban Design (continued)		(d) To avoid blocking the distant views of the hills from Broadway and Telegraph Avenue, design the project either to leave Telegraph Avenue and Broadway as visual corridors or to provide new view opportunities from the project. (e) To minimize incompatible design features at the project site, preserve and rehabilitate historically significant structures and design new structures to be compatible with historical structures and patterns of development, as well as with buildings and uses in the site vicinity.	
D. Architectural and Cultural Resources			
IV.D.1 No impacts to archaeological or prehistoric resources would occur on the eastern portion of the project site.	Not Significant.	None Warranted.	Not Significant.
IV.D.2 Demolition of existing buildings on the western portion of the project site would not affect any historic buildings or historic districts in the project site vicinity, but could affect archaeological or prehistoric resources.	Significant.	In the event that archaeological or prehistoric resources are found during demolition or construction of the western portion of the project site, the significance of the find would be assessed. Specific mitigation measures would be determined in consultation with the State Historic Preservation Officer.	

II. SUMMARY TABLE (Continued)

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
D. Architectural and Cultural Resources (Continued)				
IV.D.3	Deferred maintenance and repair of existing historic resources under City of Oakand ownership could occur.	Stage 2 EIR will discuss impacts in detail.	To minimize impacts to significant historic resources, maintain existing historic resources by conducting necessary repairs and periodic cleaning of exteriors.	
E. Transportation				
IV.E.1	The acquisition of property, relocation of existing businesses and residents, and demolition of buildings on the western portion of the project site would likely reduce the number of vehicle trips generated by the project site.	Not Significant.	None Warranted.	Not Significant.
IV.E.2	The project would result in an increase in the number of vehicle trips, transit trips and walk/other trips generated at the project site.	Stage 2 EIR will discuss impacts in detail.	Measures will be provided in the Stage 2 EIR, as appropriate.	
IV.E.3	The demand for parking spaces at the project site would increase as a result of the project.	Stage 2 EIR will discuss impacts in detail.	Implement a Transportation Systems Management Program for employees at the project site. Additional measures will be added in Stage 2 EIR.	
IV.E.4	The project would include additional freight loading space and freight loading activity at the project site.	Stage 2 EIR will discuss impacts in detail.	Design freight loading spaces so as not to block streets at the project site. Additional measures will be added in Stage 2 EIR.	

II. SUMMARY TABLE (Continued)

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
E. Transportation (Continued)				
IV.E.5	A short-term increase in parking demand at the project site would occur during construction activities.	Stage 2 EIR will discuss impacts in detail.	Require the construction contractor(s) to provide a remote parking area for the construction crew and transportation to the project site to minimize increased temporary parking demand, if necessary. Additional measures will be added in Stage 2 EIR.	
IV.E.6	The project would result in an increase in truck trips in the site vicinity during construction activities.	Stage 2 EIR will discuss impacts in detail.	Schedule construction activities to minimize the number of truck trips in the vicinity during the a.m. and p.m. peak hours. Additional measures will be added in Stage 2 EIR.	
IV.E.7	The project would contribute to cumulative traffic increases and transit use increases in the site vicinity.	Stage 2 EIR will discuss impacts in detail.	Measures will be provided in the Stage 2 EIR, as appropriate.	
IV.E.8	The project could result either in the closure of streets at the project site or realignment of streets in the site vicinity.	Stage 2 EIR will discuss impacts in detail.	Measures will be provided in the Stage 2 EIR, as appropriate.	
F. Air Quality				
IV.F.1	Demolition of existing buildings on the western portion of the project site would generate fugitive dust.	Not Significant.	None Warranted.	Not Significant.

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
F. Air Quality (Continued)				
IV.F.2	Project related construction activities would result in generation of large quantities of fugitive dust during the construction process.	Stage 2 EIR will discuss impacts in detail.	To minimize dust generated during project construction, implement the following dust control procedures: • Wet soil loads in trucks to prevent raised dust from leaving the site; • Water unpaved areas in the morning and at the end of the work day, with increased frequency whenever the wind speed exceeds 15 miles per hour; • Pave all vehicular ways and roadways and sidewalks as soon as possible; • Lay building pads or foundations as soon as possible after grading to minimize the amount of time soil is exposed; and • Designate a person to monitor the dust control program and to order increased watering, as necessary, to minimize fugitive dust.	Uncontrolled dust emissions typically can be reduced by about one-half using standard construction dust control procedures.

II. SUMMARY TABLE (Continued)

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
F. Air Quality (Continued)				
IV.F.3	Combustion emissions would result from on-site construction equipment and from off-site trucks hauling excavated dirt, concrete, steel and other building materials.	Stage 2 EIR will discuss impacts in detail.	(a) Require on-site construction equipment to have recent (within 30 days) low-NO_x tune-ups and to use low sulfur diesel fuel, if available. (b) Locate any stationary motor source (such as generators and compressors) away from any residences or sensitive receptors, unless equipped with supplementary pollution control system on its exhaust. (c) Require all mobile sources (such as trucks or loaders) to have their engines turned off if idling for more than ten minutes in any one location.	
IV.F.4	Traffic increases associated with the proposed project would contribute significant air pollutant emissions to the regional air basin, resulting in incremental degradation in regional air quality.	Stage 2 EIR will discuss impacts in detail.	(a) Develop a Transportation Systems Management Program to reduce vehicle trips associated with the project. With the availability of transit service (i.e., BART and AC Transit) in the site vicinity, the project sponsor should emphasize use of transit (e.g., customer discount programs for those using transit, delivery service for merchandise purchased, etc.) and carpooling for both retail and office uses.	

IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
F. Air Quality (Continued)			
		(b) Provide safe and convenient bicycle parking. (c) Provide parking spaces only for designated employee carpools and vanpools. (d) Charge low fees for short-term parking (less than two hours) and high fees for long-term parking (more than two hours) to discourage all-day parking. (e) Include a Transportation Management Agency to oversee the Transportation Systems Management Program and to assure its effectiveness.	
IV.F.5 Project-related changes in traffic distribution and increases in traffic levels would contribute to local air quality degradation, particularly increased levels of CO at intersections in the site vicinity.	Stage 2 EIR will discuss impacts in detail.	Same as mitigation measure IV.F.4.	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
F. Air Quality (Continued)				
IV.F.6	Proposed relocation of existing businesses and residents on the site to other areas in Oakland could indirectly increase vehicle trips at off-site locations, and thereby contribute incremental increases to the regional and local air quality burden.	Stage 2 EIR will discuss impacts in detail.	Since the level of impact cannot be determined at this time, no feasible mitigation measures are possible. The Transportation Systems Management Program (described above under Measure IV.F.4) should address this incremental increase in off-site project-related traffic as well as other aspects of project-related traffic increases.	
IV.F.7	Secondary air quality impacts associated with the project would occur, relating to increased air emissions from a variety of sources both on- and off-site.	Not Significant.	None Warranted.	Not Significant.
IV.F.8	The proposed project would have the potential to generate odors in the site vicinity.	Stage 2 EIR will discuss impacts in detail.	None warranted at this time. However, depending on the location and type of restaurant uses odor control systems could be required at proposed restaurants.	
IV.F.9	Development of the proposed project in conjunction with other proposed/planned development in downtown Oakland would result in cumulative traffic and associated air pollutant emissions increases.	Stage 2 EIR will discuss impacts in detail.	None warranted at this time. It is assumed the project would comply with the new Bay Area Air Quality Plan and any relevant revisions to the Clean Air Act.	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
G. Noise				
IV.G.1	During demolition of the existing buildings on the western portion of the project site and subsequent project construction, short-term noise increases would result from the operation of heavy equipment.	Stage 2 EIR will discuss impacts in detail.	(a) Limit the operation of heavy equipment to the daytime working hours (8:00 a.m. to 5:00 p.m., Monday through Friday) to minimize potential disturbance of adjacent residents. Locate stationary noise sources as far from adjacent residences as possible. If they must be located near any residences, adequately muffle and enclose them within temporary sheds, if possible. (b) Use noise control techniques (improved mufflers, equipment redesign, use of silencers, ducts, and mufflers) in construction equipment to minimize construction noise impacts. (c) Minimize construction noise by requiring the project contractors to agree to the following measures: • Use of state-of-the-art muffling techniques and equipment;	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
G. Noise (Continued)				
			• Selection of quieter procedures such as drilling rather than using impact equipment; • Use of quiet machines; • Elimination of unnecessary idling of equipment; and • Avoid simultaneous operation of different pieces of noise-producing equipment.	
IV.G.2	Traffic generated by the project would increase traffic noise along roadways located on and off site.	Stage 2 EIR will discuss impacts in detail.	Consider existing and recommended Noise Element policies (b) through during (e) the design phase of the project. These policies relate to designing project accesses so that the primary access roads selected for the project contain land uses that can tolerate the anticipated future noise impacts and protecting residential areas from construction and traffic noise.	
IV.G.3	Activities associated with proposed commercial and office uses would generate noise in the site vicinity.	Stage 2 EIR will discuss impacts in detail.	Consider existing residential uses in the site vicinity when designing and locating project-related noise-generating facilities (e.g., above grade parking garages, loading docks, fans, refrigeration units, air conditioning and heating units, compressors, transformers, and trash compactors, etc.). Typical design measures that could be incorporated into this project include:	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
G. Noise (Continued)				
			• Depressing or shielding loading areas to minimize potential noise increases due to loading activities, or locating these areas away from residential uses; • Prohibiting truck deliveries during the nighttime hours (between 10:00 p.m. and 7:00 a.m.) and not allowing trucks to idle in the service driveway and loading areas/docks; • Locating solid waste disposal and collection areas as far from existing residential areas as possible to minimize the potential for disturbance; and • Locating cooling fans or any fixed-equipment away from nearby or adjacent residential uses or providing a solid barrier on at least three sides of the noise-generating equipment (the side facing residential areas).	
IV.G.4	On the basis of limited available noise data for the site vicinity, it appears that proposed uses would be considered compatible with existing noise levels.	Stage 2 EIR will discuss impacts in detail.	The need for mitigation would be subject to results of more detailed on-site analysis and monitoring to be completed as part of the Stage 2 EIR.	

II. SUMMARY TABLE (Continued)

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
G. Noise (Continued)				
IV.G.5	Development of the proposed project in conjunction with other proposed/planned development in the downtown area would result in cumulative traffic and associated noise increases.	Not Significant.	None warranted.	Not Significant.
H. Energy				
IV.H.1	Demolition of the existing buildings on the western portion of the project site would require an initial, one-time investment of energy.	Not Significant.	None Warranted.	Not Significant.
IV.H.2	Demolition of existing buildings on the eastern portion of the project site and construction of new buildings would require an initial, one-time investment of energy.	Not significant.	None Warranted.	Not Significant.
IV.H.3	The project would result in an increase in the amount of energy consumed at the project site.	Stage 2 EIR will discuss impacts in detail.	(a) Design new buildings to include energy conservation measures for heating and cooling the building over the lifetime of the project. (b) Implement a Transportation Systems Management Program to reduce the number of single-occupant vehicles and therefore reduce overall energy consumption.	

IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
H. Energy (Continued)		(c) Incorporate feasible energy conservation measures into project design. (d) The following measures could be adopted singly or in combination to help the project comply with Title 24: • Finish exterior walls with light-colored materials with high emissivity characteristics to reduce cooling loads. Finish interior walls with light-colored materials, except where dark colors are preferable for aesthetic affect, to reflect more light and thus increase lighting efficiency. • Design window systems, or use other means, to reduce thermal gain and loss, reducing cooling loss during warm weather and heating loads during cool weather. Given Oakland's mild climate, the provision of operable windows wherever possible could substantially reduce the need for mechanical space conditioning. • Limit remodeled or new office lighting loads to an average of about 2.3 watts per square foot of conditioned floor area.	

II. SUMMARY TABLE (Continued)

IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
H. Energy (Continued)		• Install fluorescent and high-intensity discharge (HID) lamps, which give the highest light output per watt of electricity consumed, wherever possible. • Install occupant-controlled light switches and thermostats to permit individual adjustment of lighting, heating, and cooling, thus avoiding unnecessary energy consumption.	
I. Public Health and Safety			
IV.I.1 The environmental site assessment will identify hazardous materials or wastes, if any, at the project site. Typically, hazardous waste-related impacts from redevelopment of an urban area such as the project site are related almost entirely to demolition of old structures and/or excavation and disposal or contamination soils or groundwater.	Significant.	(a) From the time that the pavement covering the site is disturbed until such time as the remedial activities are completed, federal and state OSHA safety requirements for hazardous waste sites would apply. (b) Asbestos-containing materials in structures to be demolished would be controlled in accordance with Regulation 11, Rule 2 of the BAAQMD. (c) All handling and transportation of hazardous wastes would be done under manifest and restricted to persons with appropriate training and licensing.	Not Significant.

II. SUMMARY TABLE (Continued)

IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
I. Public Health and Safety (Continued)			
		(d) If treated groundwater were to be discharged to the public sewer, the Oakland Department of Public Works and the East Bay Municipal Utility District would be consulted in advance and necessary approvals would be obtained. (e) Prior to project start-up, a Site Mitigation Plan would be prepared by the entity conducting remediation (or the consultant) to address remediation of hazardous wastes at the project site. The Site Mitigation Plan would be submitted to the County Department of Environmental Health for review. If groundwater is contaminated, the Site Mitigation Plan would also be submitted to the RWQCB. (f) Prior to any excavation, a geophysical tank-locating survey would be carried out to ascertain the location of any underground tanks in the area to be excavated. If USTs were determined to be present, the appropriate regulatory agencies would be consulted and the tanks would be removed in accordance with the applicable regulatory requirements.	

II. SUMMARY TABLE (Continued)

IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
I. Public Health and Safety (Continued)			
		(g) Appropriate Safety and Health plans for hazardous materials and waste operations would be prepared before site activities would proceed. Such Safety and Health plans, which would be applicable to all activities at the site prior to completion of site remediation, would establish policies and procedures to protect workers and the public from potential hazards posed by hazardous wastes. The plans would be prepared according to federal and California OSHA regulations for hazardous waste site Safety and Health plans; if such regulations are not are not adopted prior to initial site activities, National Institute for Occupational Safety and Health guidelines would be followed. The site safety officer's log would be made available to the Oakland Office of Public Works for inspection.	
		(h) The site mitigation plan would involve a dust control program, to minimize potential public health impacts associated with exposure to contaminated soil dust.	
		(i) From all time that the current pavement covering the site is taken up until the time that all remedial activities have been completed, a buffer zone would be put in place around the contaminated area and site access would be restricted to necessary personnel. This would minimize impacts associated with accidental public access to the site.	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
I. Public Health and Safety (Continued)				
			(j) Reports of further site investigations would be sent to the Alameda County Department of Environmental Health. (k) A report describing the remediation process in detail and certifying completion of remediation would be prepared by the Registered Environmental Assessor or registered engineer, and submitted to the Alameda County Department of Environmental Health.	
IV.I.2	The project could contribute to cumulative impacts to the region's waste handling capacity.	Significant.	The project sponsor would employ licensed brokers or registered hazardous waste treatment engineers to handle its hazardous waste disposal needs, if any. Use of brokers or registered engineers would promote economical application of latest and best methods for waste handling of contaminated soils.	Not Significant.
J. Geology, Soils and Seismicity				
IV.J.1	The project site would be subject to strong earthquake shaking during the life of the project.	Significant	(a) Inspect any existing buildings (by a structural engineer) that would be intended to remain as part of the project to determine if they meet current earthquake resistance standards. Buildings	Not Significant.

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
J. Geology, Soils and Seismicity (Continued)				
			that do not meet earthquake resistance standards can potentially be reinforced with shear walls, bracing or other structural measures. Demolish buildings in which earthquake resistance mitigations are not feasible. However, this could result in either alterations to or demolition of historic buildings. Such action could jeopardize the status of a building that is or appears to be eligible for listing on the Register. Such buildings could be subject to both Section 5028 of the Public Resources book and Ordinance No. 11217 of the City of Oakland.	
			(b) Construct all new buildings to meet current Oakland Building Code earthquake resistance standards.	
IV.J.2	The project site would be subject to various types of ground failure as a result of strong earthquake shaking.	State 2 EIR will discuss impacts in detail.	Conduct test borings and geo-technical analysis at all proposed building sites to identify any soils that may be subject to liquefaction or other types of seismically-induced ground failure. Among the measures that can be considered include removal and replacement of sensitive soils with compacted engineered fill, construction and extra structural reinforcement to	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
J. Geology, Soils and Seismicity (Continued)			make buildings on sensitive soils more rigid. Retaining walls or subgrade basement walls may need extra structural reinforcement if located in areas subject to liquefaction.	
IV.J.3	The project site could be subject to fault rupture.	Not Significant.	None Warranted.	Not Significant.
IV.J.4	The project site could have weak soils that may not provide adequate foundation support.	Stage 2 EIR will discuss impacts in detail.	Perform subsurface geotechnical investigations that include sufficient test boring data to determine engineering properties of foundation soils for proposed structures. If weak or compressible soils are encountered, develop geotechnical or structural measures to provide adequate support. Among the measures that may be considered are removal and replacement of weak soils with compacted, engineered fill, construction of deep foundations such as caissons or piers to derive support from stronger materials beneath the weak soils or extra structural reinforcement of foundations. Other measures may be available depending on site conditions.	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
J. Geology, Soils and Seismicity (Continued)				
IV.J.5	Construction and grading activities for new buildings at the project site could affect adjoining buildings and sites.	Stage 2 EIR will discuss impacts in detail.	In general, open excavations for new construction would most likely require shoring. Where open cuts are planned adjacent to existing structures, evaluate the foundation support of the existing structure and determine the increment of foundation support lost by excavation of the open cut. Underpinning of adjoining foundation or shoring that may incorporate horizontal tie-backs may be required to provide adequate support. Shoring systems can potentially be incorporated into finished subgrade walls. If pile driving operations are used, adjacent buildings should be monitored for vibrations. If excessive vibrations are detected during driving of test piles, the pile driving method may have to be modified or else other methods of foundation construction considered.	
IV.J.6	Buried debris from old foundations and buildings could adversely affect design and construction of foundations.	Stage 2 EIR will discuss impacts in detail.	Include identification and extent of debris that could adversely affect structures in the geotechnical investigations at proposed building sites. Remove debris from the site. Import soil may be needed to fill depressions left after debris removal.	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
K. Drainage and Water Quality				
IV.K.1	The project would result in an increase in the volume of runoff and decrease in the water quality associated with the runoff.	Stage 2 EIR will discuss impacts in detail.	(a) To minimize effect of the peak discharge, upgrade the capacity of the existing storm sewer system, or provide on site storage/detention. (b) Periodically clean pavement and other runoff surfaces to remove accumulated contamination. (c) Provide on-site collection and treatment (using, for example, on-site detention basins to collect, settle out, and biotreat contaminants) prior to off-site discharge.	
IV.K.2	The project could result in the disruption of the existing storm sewer system.	Stage 2 EIR will discuss impacts in detail.	To minimize disruption to the storm sewer system: • Reroute storm sewers, as required; and • Pump impounded stormwater into nearby uninterrupted storm sewers, subject to capacity or permit considerations.	
IV.K.3	The project could result in dewatering as a result of construction below the groundwater table.	Stage 2 EIR will discuss impacts in detail.	(a) To minimize the impacts associated with potential settlement: • Limit drawdown and duration of groundwater lowering;	

IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
K. Drainage and Water Quality (Continued)		• Install cutoff walls that minimize the areal influence of dewatering; • Recharge groundwater outside the limits of the excavation to artificially maintain ambiant surrounding groundwater levels; • Underpin influenced structures; and • Use grouts or other earth support mechanisms. (b) To minimize the impacts associated with groundwater contamination: • Limit the amount and duration of groundwater pumping by installing cutoff walls or otherwise controlling construction activities; • Create a "clean" water buffer zone between contamination and dewatering by use of recharge; • Initially remediate contaminated areas; and	

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
K. Drainage and Water Quality (Continued)			• Treat the pumped groundwater that is contaminated prior to discharge. Discharge of treated groundwater from remediation projects is subject to regulation by the San Francisco Bay Region Water Quality Control Board and, if sewer discharge is anticipated, by EMBUD.	
IV.K.4	The project could result in placement of structures below the groundwater table.	Stage EIR will discuss impacts in detail.	(a) Provide sufficient deadweight to resist uplift. (b) Provide sufficient structural rigidity to resist hydrostatic pressures. (c) Waterproof all project structures. (d) Collect and drain seepage in below-grade surfaces.	
L. Employment and Housing				
IV.L.1	The project would temporarily increase employment of construction workers and laborers at the project site.	Not Significant.	None Warranted.	Not Significant.

II. SUMMARY TABLE (Continued)

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
L. Employment and Housing (Continued)				
IV.L.2	The project would result in an increase in the number of employees at the project site and thus could result in an incremental increase in housing demand in the Bay Area.	Not Significant.	Not Warranted.	Not Significant.
IV.L.3	The project would result in the loss of twelve low-income housing units at the project site.	Significant.	Existing City of Oakland housing programs would offset this loss by providing low-income housing units at other locations in Oakland.	Not Significant.
IV.L.4	With other proposed and future developments in the Bay area, the project would contribute to an increase in housing demand.	Not significant.	Not Warranted.	Not Significant.
M. Community Services				
IV.M.1	The project would result in an increase demand for police protection services at the project site.	Stage 2 EIR will discuss impacts in detail.	Project-related revenues could be used to increase staffing of police personnel in the site vicinity.	

II. SUMMARY TABLE (Continued)

	IMPACT	LEVEL OF SIGNIFICANCE	MITIGATION MEASURES	LEVEL OF SIGNIFICANCE AFTER MITIGATION
M. Community Services (Continued)				
IV.M.2	The project would result in an incremental increase in the demand for fire protection services at the project site.	Stage 2 EIR will discuss impacts in detail.	Project-related revenues could be used to increase staffing of fire protection personnel and/or upgrading of fire prevention and suppression services.	
IV.M.3	The project would result in an increase in the demand for water.	Stage 2 EIR will discuss impacts in detail.	Install water-conserving devices at the project.	
IV.M.4	The project would result in an increase in sewage generated at the project site.	Stage 2 EIR will discuss impacts in detail.	Project-related revenues could help offset the costs associated with capacity upgrade and rehabilitation improvements to the sewer system in the site vicinity.	
IV.M.5	The project would result in an increase in solid waste generation at the project site.	Stage 2 EIR will discuss impacts in detail.	Develop and implement a solid waste management/recycling program.	
IV.M.6	The project would not result in an increase in students at the project site.	Stage 2 EIR will discuss impacts in detail.	None Warranted.	

A. PROJECT OBJECTIVES

Resolution 90.61 of the Oakland Redevelopment Agency states the goals and objectives of the project as follows:

- To restore the central business district of Oakland as a complete downtown; as a center of economic activity that includes retail shopping as well as office use, cultural activities, and housing;
- To revitalize the downtown area through the day, evening and weekend activity generated by over 10 million projected shopper visits annually;
- To provide for the maximum capture of the currently unrealized market potential, stemming the flow of Oakland trade area retail expenditures on shoppers goods to stores outside of Oakland, and through this retail expenditure capture, to generate additional tax revenue and provide a net positive fiscal impact for the City;
- To act as a catalyst for the improvement of and investment in other downtown development, enhancing the value of central district property and increasing tax increment revenue to the Central District; and, at the same time to complement and reinforce existing downtown retail businesses;
- To create a high quality, pedestrian-oriented, contemporary design that complements and continues the adjacent urban environment in scale and texture, provides for visual links along Telegraph and Broadway, and which links the Lake Merritt office area and the City Center office node, providing a more closely knit downtown center;
- To preserve and rehabilitate, the Fox Theater and the Oakland Floral Depot, and, to the extent possible, all other buildings currently on the site that are of architectural and historical significance and incorporate them into the design;
- To integrate the design closely with public transit facilities, particularly the 19th Street BART station, and to create a major public open space that links the design to Broadway;
- To provide for the efficient movement of vehicular traffic to and from the center, as well as on adjacent downtown streets, with a minimum of disruption to the pedestrian environment and adjacent residential neighborhoods;
- To provide additional jobs for Oakland residents, in project construction and in long term retail employment; and

- To affirm and implement the overall objectives of the City of Oakland in terms of women and minority business enterprise programs, local and minority employment goals, affirmative action programs and minority equity participation.

B. EXISTING SITE

PROJECT LOCATION

The project site occupies approximately 967,700 gross square feet, or 22.2 acres (including street right-of-ways), on six blocks near downtown Oakland. Without street right-of-ways, the project site is approximately 17 acres. The site is bounded by 20th Street on the north, Broadway on the east, 17th Street on the south, and San Pablo Avenue on the west (see Figure III.B.1).

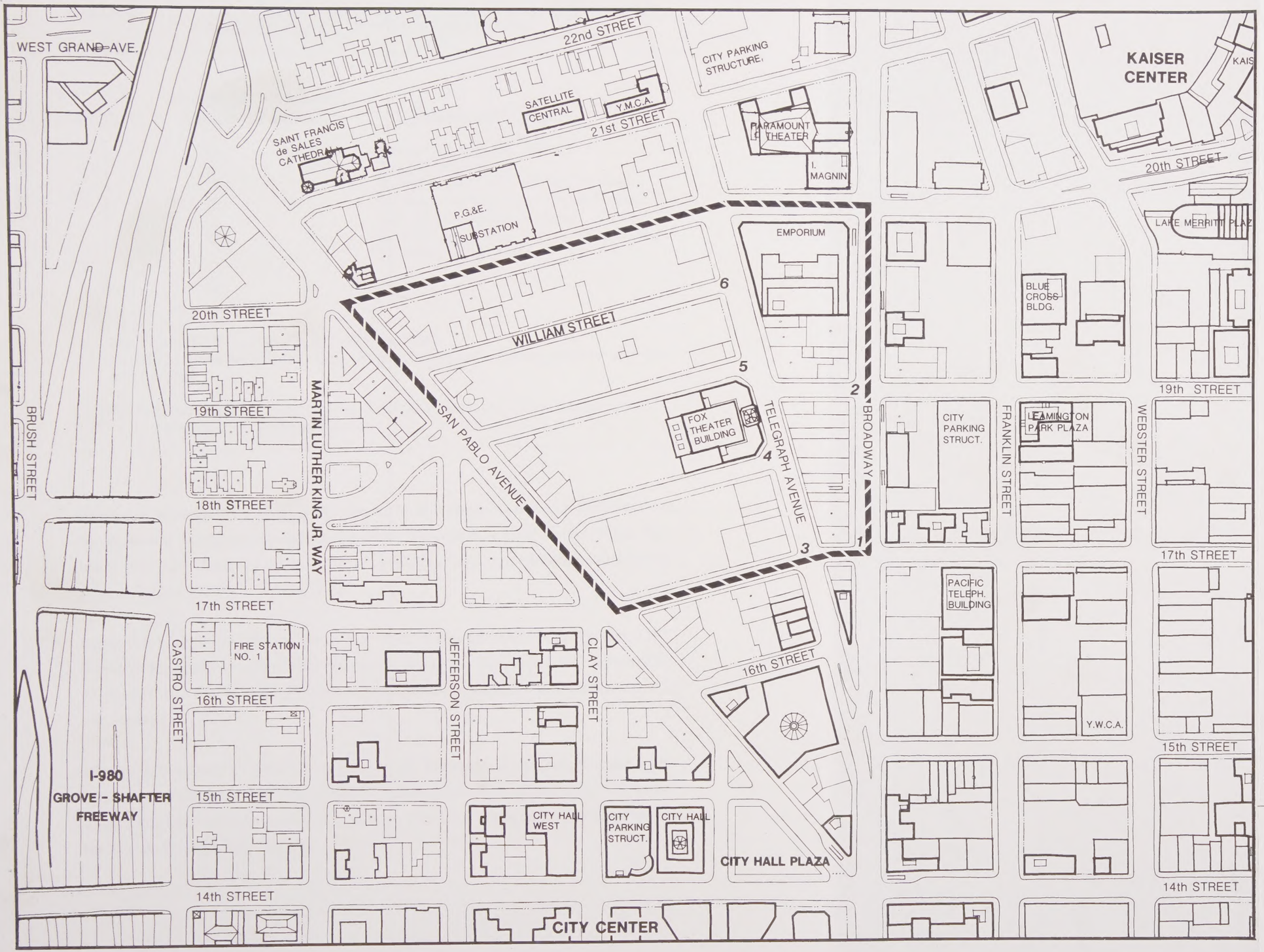
The site is two blocks north of Oakland City Hall. Nearby major development includes the Kaiser Center, which is three blocks east of the site, and City Center, which is three blocks south of the site.

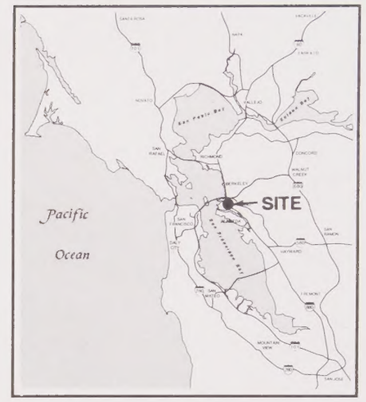
Primary north-south access to the site is provided by Broadway, Telegraph Avenue and San Pablo Avenue. Broadway and San Pablo Avenue are the eastern and western site boundaries, respectively. Telegraph Avenue is the only north-south street through the site. East-west access routes include 17th and 19th Streets and Grand Avenue. Seventeenth/19th Streets are one-way couplets that border the site on the south and bisect the site, respectively. Grand Avenue is three blocks north of the site.

EXISTING USES AT THE SITE

The six blocks contain a total of 85 parcels and 47 buildings (see Table III.B.1). Land uses within the site include retail/commercial, office, parking, residential, public/utility, and vacant buildings and land.

Block 1 is bounded by 19th Street on the north, Broadway on the east, 17th Street on the south and Telegraph Avenue on the west. This block, which contains 11 parcels, has 10 buildings. Existing uses on Block 1 include office and retail/commercial.





5 Block Number

Project Boundary

0 100 200 300 400 500 FEET

SOURCE: Environmental Science Associates, Inc.

Oakland -East Bay Galleria / 9396 ■

Figure III.B.1
Site Location Map

TABLE III.B.1: EXISTING NUMBER OF PARCELS AND BUILDINGS AND USES BY BLOCK AT THE PROJECT SITE

Block /a/	Number of Parcels	Number of Buildings	Existing Uses /b/
1	11	10	Retail/Commercial, Office
2	6	6	Retail/Commercial
3	11	7	Retail/Commercial, Office, Parking
4	15	7	Parking, Vacant Land, Vacant Theatre
5	3	2	Retail/Commercial, Parking
6	39	15	Retail/Commercial, Office, Residential, Parking, Vacant Land
TOTAL	85	47	

/a/ See Figure III.B.1, page 39, for block locations
/b/ Retail/Commercial includes light manufacturing, auto repair, personal services and printing

SOURCE: Environmental Science Associates, Inc.; Oakland Office of Economic Development and Employment

Block 2 is bounded by 20th Street on the north, Broadway on the east, 19th Street on the south and Telegraph Avenue on the west. This block, which contains 6 parcels, has 6 buildings. Existing uses on Block 2 include retail/commercial establishments, such as Emporium and J.J. Newberry.

Block 3 is bounded by 18th Street on the north, Telegraph Avenue on the east, 17th Street on the south and San Pablo Avenue on the west. This block, which contains 11 parcels, has 7 buildings. Existing uses on Block 3 include retail/commercial, office and parking.

Block 4 is bounded by 19th Street on the north, Telegraph Avenue on the east, 18th Street on the south and San Pablo Avenue on the west. This block, which contains 15 parcels, has 7 buildings. Existing uses on Block 4 include parking, vacant land and the vacant Fox Oakland Theater.

Block 5 is bounded by William Street on the north, Telegraph Avenue on the east, 19th Street on the south and San Pablo Avenue on the west. This block, which contains 3 parcels, has 2 buildings. Existing uses on Block 5 include retail/commercial and parking.

Block 6 is bounded by 20th Street on the north, Telegraph Avenue on the east, William Street on the south and San Pablo Avenue on the west. This block, which contains 39 parcels, has 15 buildings. Existing uses on Block 6 include retail/commercial (auto repair shops), office, residential, parking, and vacant land.

EXISTING NUMBER OF EMPLOYEES AND RESIDENTS AT THE SITE

The existing retail and office uses at the site provide employment for approximately 900 persons, most of whom are employed in the retail establishments and offices on Blocks 1 and 2. This employment total includes employees of The Emporium, which recently reopened following repairs made as a result of the Loma Prieta earthquake. Table III.B.2 presents the existing number of employees at the project site. In addition, approximately 29 persons reside at the site. Residential units currently exist only on the western portion of Block 6.

TABLE III.B.2: ESTIMATED NUMBER OF EXISTING EMPLOYEES AT THE PROJECT SITE

Use	Area (Square Feet)	Square Feet Per Employee	Number of Employees
Office	60,800	400	152
Retail			
The Emporium	265,000	550	483
Eating and Drinking	97,000	600	162
Manufacturing	4,500	165	27
Auto Repair Services	7,600	650	12
Personal Services	5,200	350	15
Printing	2,500	525	5
Other	13,100	300	44
TOTAL	455,700 /a/		900

/a/ Does not include 63,300 square feet of vacant space within project site.

SOURCE: Oakland Office of Economic Development and Employment; Recht Hausrath and Associates

C. PROJECT CHARACTERISTICS

The project would involve acquisition of the parcels that constitute the six blocks bounded by 20th Street, Broadway, 17th Street, and San Pablo Avenue, relocation of the businesses and residents currently at the project site, and demolition of some existing buildings (see Figure III.B.2). The parcels not already owned by the Agency within the six block area would be acquired through both condemnation (eminent domain) and other means (willing seller).

The area of potential demolition, which is presented in Figure III.B.2, includes existing buildings on portions of Blocks 3 and 4 and all of Blocks 5 and 6. The only building not subject to demolition on Block 3 is the Show Plaza Center at 510-18 17th Street. The Fox Oakland Theater Building is the only structure on Block 4 that could not be demolished during this stage of the project. This area of potential demolition is hereinafter referred to as the western portion of the project site.

The acquisition of these parcels would enable the Agency to authorize development of a retail center containing approximately 1.12 million square feet of retail space, possibly 600,000 square feet of office space and between 3,000 and 4,000 parking spaces. The retail buildings, as currently proposed, would be a maximum of four stories above grade and one story below grade. As currently envisioned, the retail center would have four major tenants (department stores) occupying approximately 790,000 square feet and smaller retail stores occupying approximately 330,000 square feet. Office buildings could be between 10 and 15 stories high. Parking structures could have a maximum of seven levels above grade and two levels below grade.

The Agency would undertake public improvements required by the project, such as construction of curbs and sidewalks, installation of street lights, and possibly upgrading of infrastructure. The project could include closure of some streets and redesign of others.

Since the design process is preliminary, buildings that could be retained as part of the project have not been identified.

D. PROPOSED SCHEDULE

The acquisition of parcels in the six-block site area would not occur until after public review and certification of this Stage 1 EIR by the City Planning Commission, and approval of acquisition by the Agency. It is anticipated that this could occur during 1991. Relocation of existing businesses and residents in the site area would occur after the parcels have been acquired by the Agency. Construction and occupation of the Oakland-East Bay Galleria is projected to take up to four years.

E. REQUIRED APPROVALS

EIR CERTIFICATION

As stated earlier, preparation of a Staged EIR is considered appropriate because the project requires discretionary approval that could occur more than two years before construction is proposed to begin. As a public agency principally responsible for approving and carrying out the Oakland-East Bay Galleria project, the Oakland Redevelopment Agency is considered the Lead Agency under CEQA. A public hearing on the Draft EIR will be held before the City Planning Commission, which will also have responsibility for certifying the adequacy and accuracy of the Final EIR. The Agency must then approve the Final EIR.

This Stage 1 EIR addresses the acquisition of property within the project site and the relocation of existing businesses and residents and potential remediation activities on a portion of the project site. A Supplemental (Stage 2) EIR would be required before the project could be implemented.

AGENCY APPROVALS

Because this project involves the commitment of public funds to the acquisition of land, the Redevelopment Agency would have to approve all land acquisition activities and allocation of funds for the acquisition of property, assuming that the EIR is certified and the Agency wishes to proceed with the project. Acquisition and relocation of businesses and residents would be subject to all applicable requirements of the Oakland Central District Urban Renewal Plan and federal and state redevelopment law.

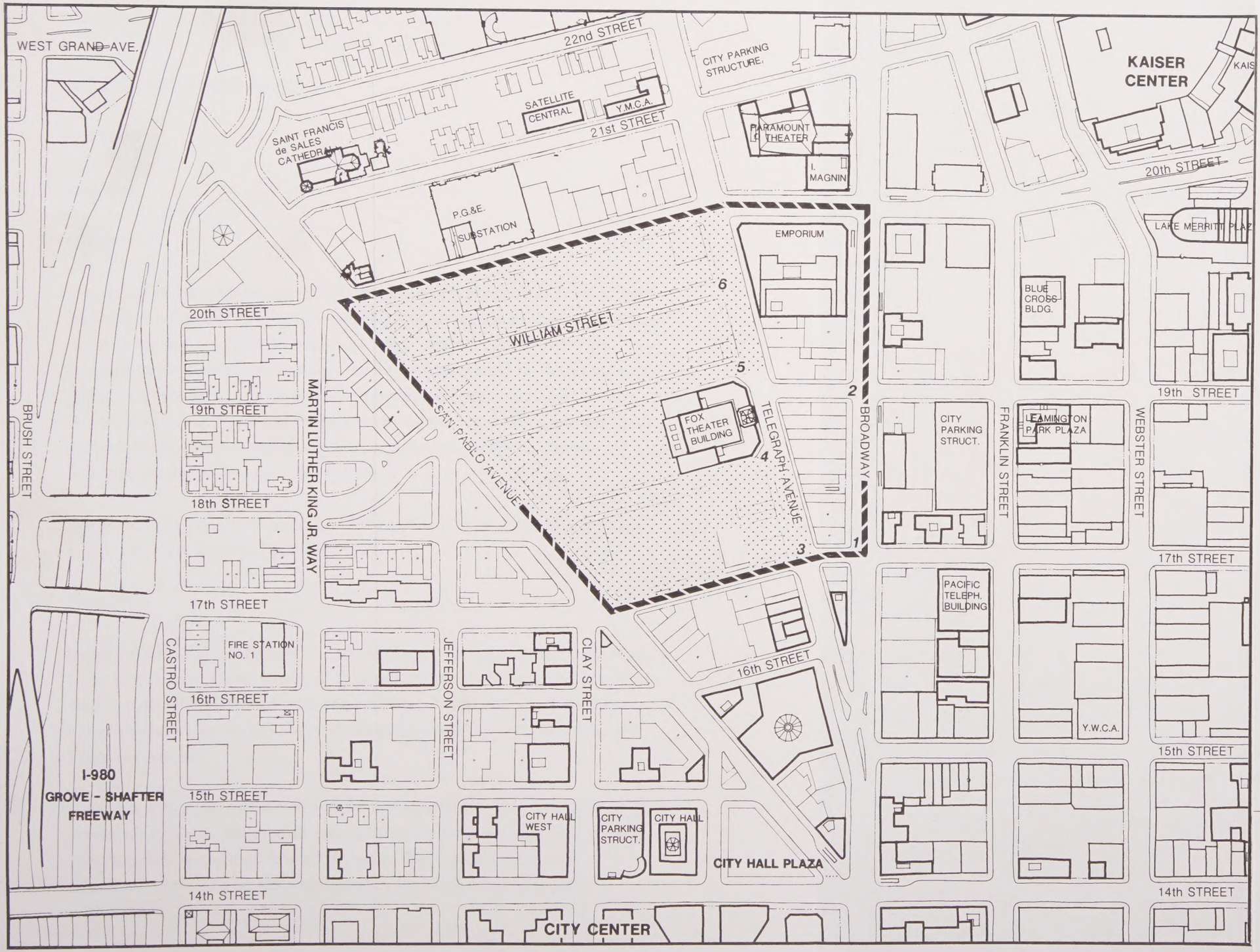


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Figure III.B.2
Area of Potential Demolition Activity for Phase One of Project

A. LAND USE AND PLANNING

SETTING

Land Use

Overview

The project site is in the central district of Oakland (see Figure III.B.1). It occupies the six blocks bounded by 20th Street on the north, Broadway on the east, 17th Street on the south, and San Pablo Avenue on the west. The two eastern blocks are developed with retail and office uses. The four western blocks are developed with parking garages, surface parking and commercial/retail uses. Land uses within a two-block radius of the project site include residential, retail, office, parking, open space, institutional/public/utility, theatre/entertainment, religious facilities, and vacant buildings and vacant land (see Figure IV.A.1).

The project site includes 47 buildings. The existing uses by square footage at the project site are summarized in Table IV.A.1.

Project Site

Block 1 is occupied by office, retail and public uses. Ground floor retail exists on the entire block except for the American Savings Bank at the southern end of the block and the BART 19th Street entrance near mid-block. The buildings on the block are low-rise (two to four stories). Most buildings have access to both Broadway and Telegraph Avenue.

Block 2 is occupied by retail uses with limited upper floor office uses on the southern portion of the block. Major retail uses on Block 2 include the Emporium-Capwell Department Store and the J.J. Newberry store. The Emporium reopened August 10, 1990, after repairs necessitated by the Loma Prieta earthquake were completed.

TABLE IV.A.1: EXISTING LAND USES BY SQUARE FOOTAGE AT THE PROJECT SITE

Land Use	Square Footage
Office	60,800
Residential	N.A. /1/
Retail	394,900
Vacant Buildings	63,300

/1/ N.A. = Not Available

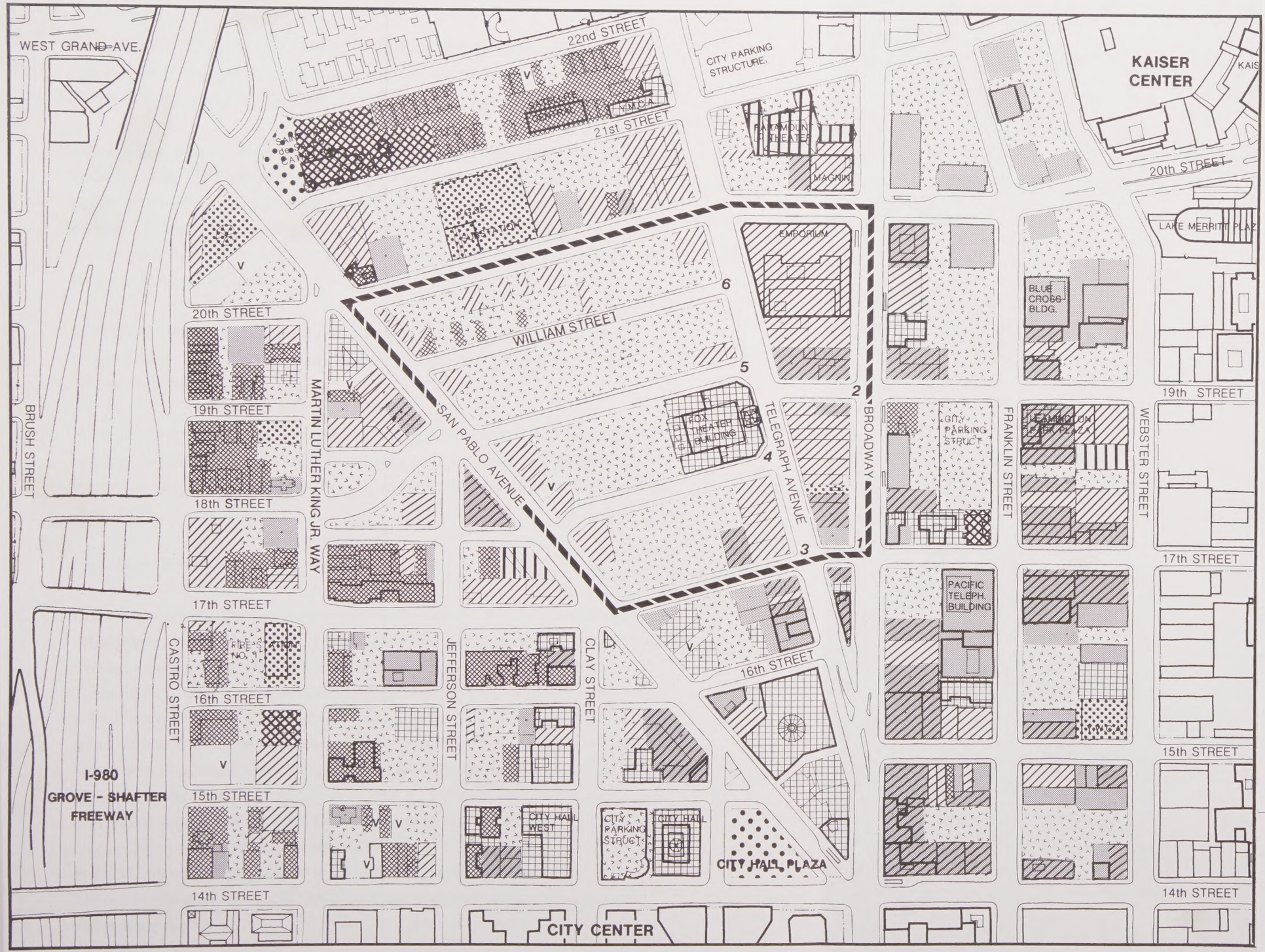
SOURCE: City of Oakland Office of Economic Development and Employment

The land uses on Block 3 include surface parking lots, retail and upper floor offices. The retail businesses along Telegraph Avenue are small downtown support retail establishments. The retail business at the southeast corner of 18th Street and San Pablo Avenue is an art supply store.

Block 4 is occupied by the vacant Fox Oakland Theater Building on the eastern portion of the block, surface parking in the central portion of the block, and small retail businesses along San Pablo Avenue in the western portion of the block. The Fox Oakland Theater has been closed since 1977.

A parking garage and surface parking lots are the dominant land uses on Block 5. Small retail establishments are on the southeastern and northwestern corners of the block.

Block 6 land uses include retail, residential, and surface parking. The retail land uses are scattered throughout the block. Residential land uses include the upper floor residential uses along San Pablo Avenue, including the Westerner Hotel Annex, and the two single-family houses that appear to be used as multiple-family residential units along Williams Street.



LAND USE

- Surface Parking / Parking Garage
- Office
- Office with / Ground Floor Retail
- Retail / Commercial
- Vacant Building
- Vacant Land
- Park / Open Space
- Institutional / Public/Utility
- Residential
- Theater / Entertainment
- Church / Religious Facility

- Project Boundary
- 5 Block Number

0 100 200 300 400 500 FEET

SOURCE: Environmental Science Associates, Inc.

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Figure IV.A.1
Existing Land Uses at the
Project Site and in the Site Vicinity

Site Vicinity

The primary land uses to the east of the project site include retail, office, and surface parking. Several major financial institutions have offices along Franklin and Webster Streets. Further east is Kaiser Center, a mixed-use development, and Lake Merritt.

South of the site is a mixture of office, ground floor retail, surface parking, and vacant buildings. City Hall and City Hall Plaza are also south of the site. Most of the vacant buildings, a number of which are closed as a result of damage from the Loma Prieta earthquake, are in the triangular-shaped block bounded by 16th Street, Telegraph Avenue and San Pablo Avenue. Major office towers and the City Center development area are south of City Hall.

Land uses to the west of the project site include residential, office, small retail establishments and surface parking. Most of the area west of the project site is underdeveloped.

North of the site is a mixture of residential, retail, office, surface parking, utility, and religious facility uses. The Pacific Gas and Electric substation and the Saint Francis de Sales Cathedral and Rectory are the most dominant land uses north of the project site.

Cumulative Development

Other major development projects in downtown Oakland, which are either under construction, approved by the City, or formally proposed, include City Center, Kaiser Center, Victorian Row, Hotel Two, Preservation Park, and Chinatown (see Table IV.A.2). Projects that are currently under construction represent approximately 2.3 million square feet of office space, approximately 570,000 square feet of retail space, almost 150 hotel rooms, approximately 370 residential units, over 90,000 square feet of miscellaneous space, and approximately 5,800 parking spaces. Projects approved by the City represent approximately 3.1 million square feet of office space, over 90,000 square feet of retail space, 700 hotel rooms, and almost 1,850 parking spaces. Formally proposed projects include about 100,000 square feet of office space, about 27,000 square feet of retail space, 300 hotel rooms, approximately 240 residential units, almost 20,000 square feet of miscellaneous space, and over 900 parking spaces.

TABLE IV.A.2: OTHER DEVELOPMENT PROJECTS IN DOWNTOWN OAKLAND

Project	Office/a/	Retail/a/	Hotel/b/	Res./c/	Misc./a/	Parking
UNDER CONSTRUCTION						
Kaiser Center PUD						
Caltrans (Webster/West Grand)	600,000	30,000				625
Tower 1	277,000	3,000				364
City Center						
1300 Clay (completed)	159,580	25,000				101
APC Bldg (1111 Broadway)	569,900	10,500				262
1200 Clay Street	58,000	5,000			22,000/d/	
T-11 - Parking Garage 2		10,000				1,500
Frank G. Mar Housing (1220 Franklin)		12,300		119		300
Victorian Row (9th and Broadway)	150,000	150,000				
Preservation Park	57,000				900/e/	
Chinatown Development						
EBMUD	250,000					400
Pacific Renaissance Plza. (Franklin/9th/10th)		90,000				100
Phase II		100,000		250	24,000/f/	840
Jack London's Waterfront	207,000	130,500	144		47,000/e/	1,300
SUBTOTAL	**2,328,480**	**566,300**	**144**	**369**	**93,900**	**5,792**
APPROVED						
Kaiser Center PUD						
Tower II	760,000	20,000	400			593
Home Savings		20,000				
City Center						
Bldg T-5 (11th/Broadway/ 12th/Clay)	220,000	5,000				125
Bldg T-6 (11th/Broadway/ 12th/Clay)	210,000	5,000				125
Bldg T-9 (11th/MLK/ 12th/Jefferson)	310,000	15,000				250
Bldg T-10 (13th/ Jefferson/14th/MLK))	395,000	5,000				300
Bldg T-12 (11th/ Jefferson/12th/MLK)	250,000	10,000				300
Federal Office Bldg (14th/ Clay)	923,000	12,000				150
Jack London Square Hotel			300			
SUBTOTAL	**3,068,000**	**92,000**	**700**	**0**	**0**	**1,843**

(Continued)

TABLE IV.A.2: OTHER DEVELOPMENT PROJECTS IN DOWNTOWN OAKLAND (Continued)

Project	Office/a/	Retail/a/	Hotel/b/	Res./c/	Misc./a/	Parking
FORMALLY PROPOSED						
Hotel Two/Parking Garage (Broadway/11th/Franklin/12th)/g/		20,000	300		8,000/e/	488
1540 Jackson Street Apts.				238		275
Preservation Park - Black Filmmaker's Hall of Fame	26,000				5,000/h/	32
Great Western Office Building (20th/Webster)	65,000	7,000			5,800/i/	108
Bradford Center (8th/Broadway)	10,000					
SUBTOTAL	**101,000**	**27,000**	**300**	**238**	**18,800**	**903**
TOTAL	5,497,480	685,300	1,144	607	112,700	8,538

/a/ In gross square feet.
/b/ In rooms.
/c/ In units.
/d/ Represents a health club.
/e/ Represents a restaurant.
/f/ Represents a cultural center
/g/ An 800-seat banquet hall/ballroom not included.
/h/ Represents a museum.
/i/ Represents a bank.

SOURCE: City of Oakland Department of City Planning (as of August 1990)

The total amount of development proposed in downtown Oakland is almost 5.5 million gross square feet of office space, almost 700,000 gross square feet of retail space, almost 1,150 hotel rooms, over 600 residential units, over 100,000 gross square feet of miscellaneous space, and almost 8,600 parking spaces.

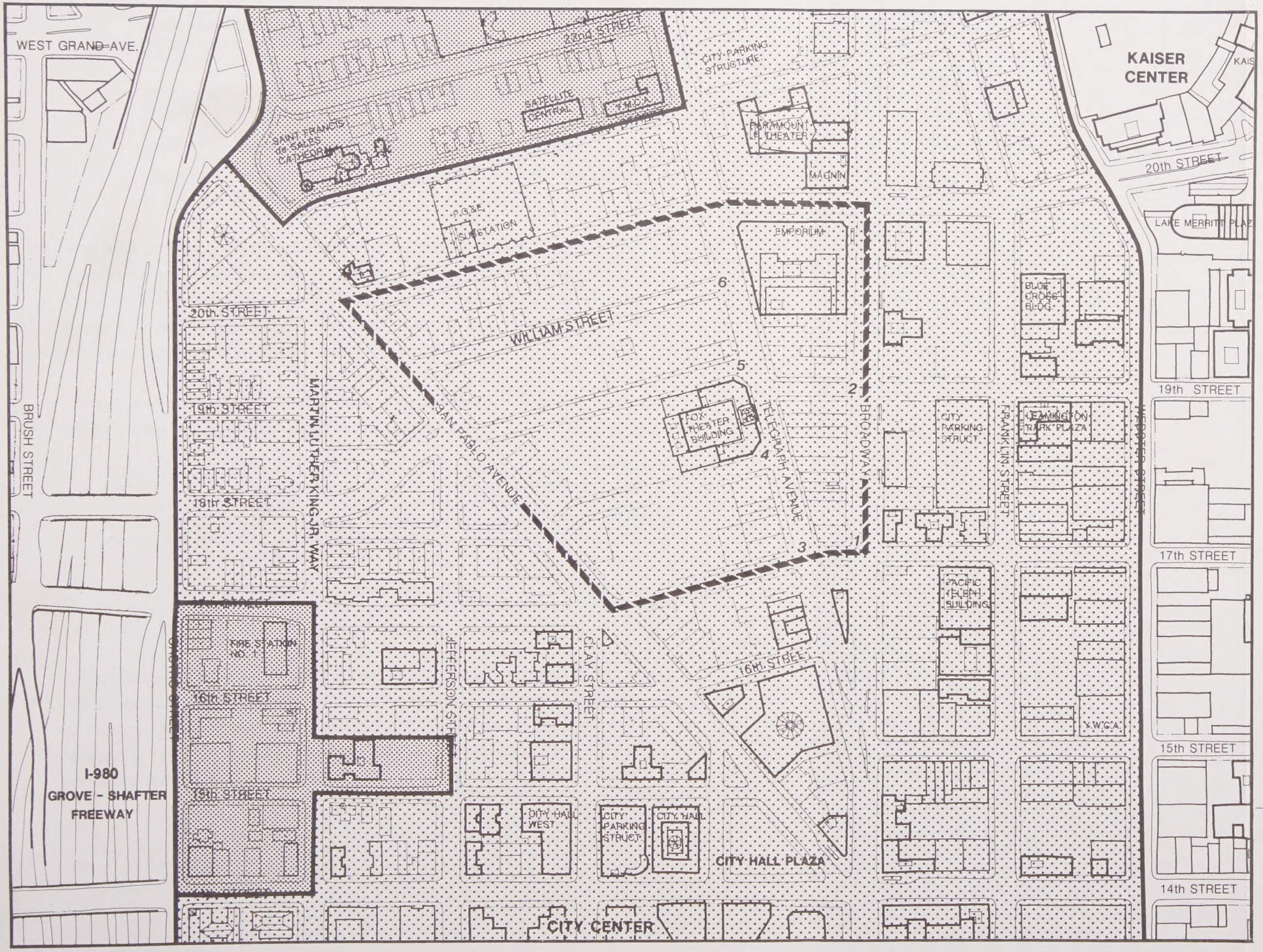
Community Plans and Policies

The project site is within the Central District Urban Renewal Area of the City of Oakland. The Central District is bounded by 27th Street on the north, Lake Merritt and the Lake Merritt Channel on the east, the Oakland Estuary on the south, and Brush Street on the west. The City of Oakland has adopted several policy documents that are intended to guide development in the Central District. These documents include the *Land Use Element of the Comprehensive Plan* (adopted in 1980), the *Oakland Policy Plan Component of the Comprehensive Plan* (adopted in 1972 and amended in 1980), and the *Central District Urban Renewal Plan* (adopted in 1969 and amended most recently in March 1990).

The project site, as well as most of downtown Oakland, has a Commercial land use designation for planning purposes. Figure IV.A.2 presents the land use designations in the site vicinity.

The *Land Use Element* examines existing land use conditions throughout Oakland and describes goals and policies for guiding current and future development trends in the City, including commercial development in the Central District. Goals of the *Land Use Element* for the Central District Core, identified therein as adjacent to Broadway between 11th Street and Grand Avenue specify that "the Core is intended as a high-intensity, compact, and very diversified area, with the dominant uses being regionally significant offices and retailing" (City of Oakland, 1980a). In general, goals and policies of the *Land Use Element* are intended to encourage intensification of existing commercial areas as opposed to commercial area expansion or the establishment of new commercial areas. General policies on land uses in commercial areas include the following:

> Commercial areas should be developed and used in such a manner that they do not harm adjacent residential areas.



LAND USE

- Commercial (Retail, Service or Office)
- High-Density Residential (Less than 1,500 square feet of land per unit)
- Project Boundary
- 5 Block Number

0 100 200 300 400 500 FEET

SOURCE: City of Oakland Comprehensive Plan

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Figure IV.A.2
Land Use Designations From the Land Use Element of the Comprehensive Plan

> Development in commercial areas should be limited in intensity, or limited to low-rise construction, where and to the extent this is appropriate, to:
>
> - protect the area's desired character where that depends significantly on moderate or consistent building scale or appearance, or on openness of development;
> - help protect a local concentration of structures with architectural or historical interest;
> - protect the character or livability of nearby residential areas; or
> - avoid creating or aggravating significant traffic or parking problems (City of Oakland, 1980a).

The *Oakland Policy Plan Component of the Comprehensive Plan* contains goals and policies that are intended to guide the Oakland City Council in implementing specific projects and programs, and to encourage citizen participation in the decision-making process. These goals and policies relating to commercial land uses are the same as those contained in the *Land Use Element* (City of Oakland, 1980b).

Other related policies in the *Oakland Policy Plan* include the following policies on urban development and urban design and preservation:

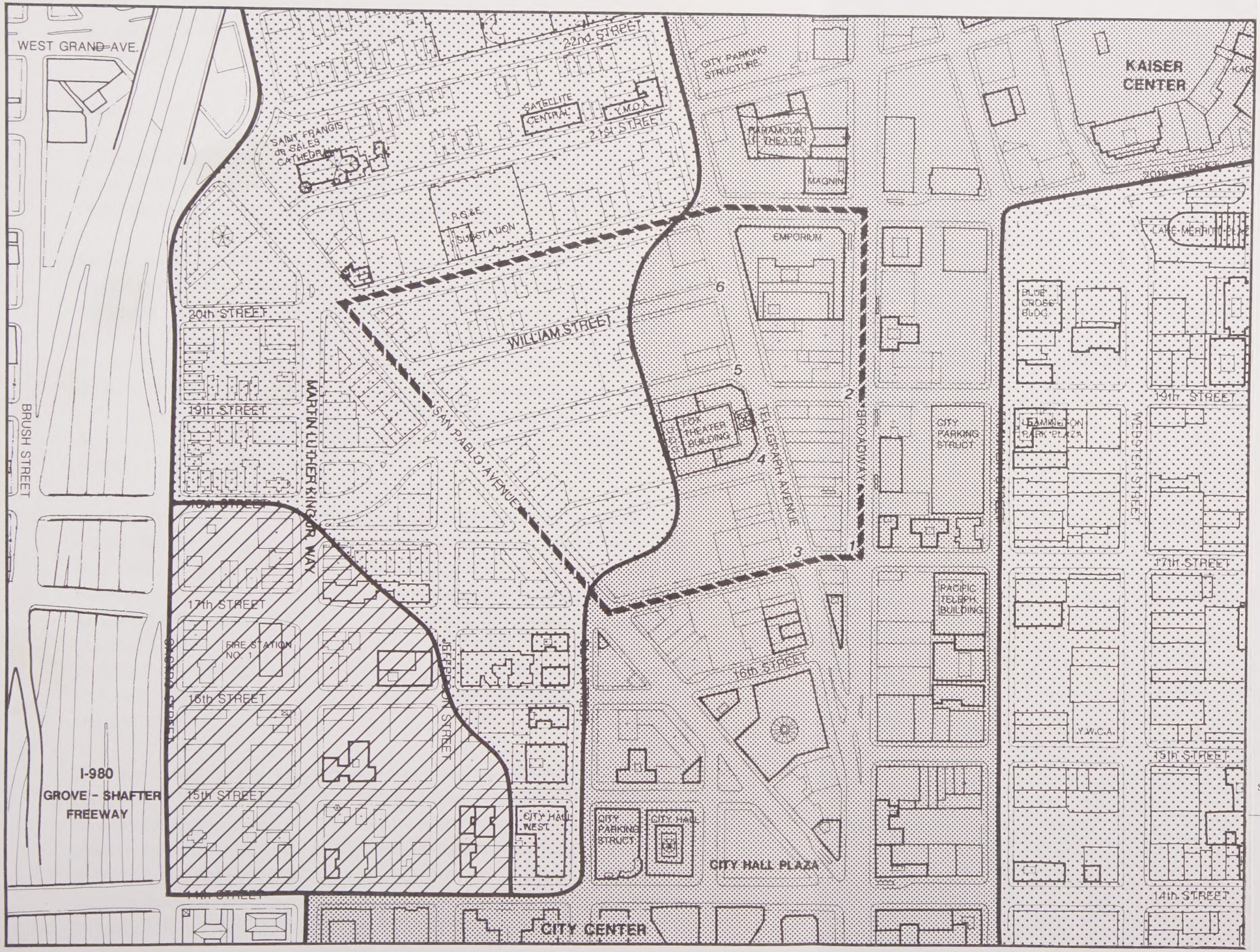
> The Oakland Central District will continue to be emphasized and strengthened as the East Bay's dominant commercial and civic center. Within this area, the high-intensity retail-and-office Core along Broadway from 11th Street to Grand Avenue should be clearly dominant, but the Central District should also include a variety of specialized, complementary commercial, civic, and recreational areas, as well as close-in apartment districts.
>
> Every effort should be made to preserve those older buildings, other physical features, sites, and areas which have significant historical, architectural, or other special interest or value.

The *Central District Urban Renewal Plan (CDURP)* is a redevelopment plan to be implemented by the Oakland Redevelopment Agency in accordance with California Community Redevelopment Law. The *CDURP*, which covers the Central District, designates the project site as Commercial Core and Peripheral Commercial (see Figure IV.A.3).

Predominant land uses in the Commercial Core include the full range of commercial and office activities (City of Oakland, 1985). These land uses include restaurants; convenience goods and services; general retail uses; consumer services; administrative, financial and professional services; recreation; hotels and motels; utilities, governmental offices and schools; cultural and religious uses; group assembly uses such as theatres and lodge halls; health care uses; and other similar uses. Secondary land uses within the Commercial Core include the following uses where their location and operating characteristics are compatible with the principal commercial core uses: business supply, duplicating and parking; undertaking; printing, custom manufacturing; community-wide uses such as heliports, mausoleums, universities and bus and rail terminals and other similar uses (City of Oakland, 1985). The maximum total floor area permitted for non-residential development in the Commercial Core is 37,552,000 square feet (City of Oakland, 1985). The maximum floor area ratio (FAR) for non-residential development is 16:1 (City of Oakland, 1985). FAR is the ratio of gross floor area of all buildings on a lot to the total lot area.

Predominant land uses in the Peripheral Commercial area include medium density development for offices and business service activities serving the Commercial Core (City of Oakland, 1985). These land uses include restaurants; convenience goods and services; general retail uses; consumer services; administrative, financial and professional services; recreation, business supply, duplicating and research services; automotive sales and repairs; automotive servicing and parking; hotels and motels; printing; custom and light manufacturing; utilities, governmental offices and schools; cultural and religious uses; group assembly uses such as theatres and lodge halls; health care uses; and other similar uses. Secondary land uses within the Peripheral Commercial area include the following uses when their location and operating characteristics are compatible with the principal Peripheral Commercial uses: wholesale sales; undertaking and community-wide uses such as heliports, mausoleums, universities and bus and rail terminals and other similar uses (City of Oakland, 1985).

The *CDURP* also requires one off-street parking space for each 1,300 square feet of non-residential uses, except that for motels there shall be one space for each unit and for hotels there shall be three spaces for each four units (City of Oakland, 1985). To accommodate off-street loading, the *CDURP* requires two berths for a facility with



LAND USE

- Commercial Core
- Peripheral Commercial
- Residential
- Project Boundary
- 5 Block Number

0 100 200 300 400 500 FEET

SOURCE: City of Oakland Central District Urban Renewal Plan

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Figure IV.A.3
Central District Urban Renewal Plan
Land Use Designations

150,000 to 299,999 square feet of total occupied floor area and one additional berth for each additional 300,000 square feet or fraction of 1/2 or more thereof (City of Oakland, 1985).

Zoning

Development at the project site is regulated by two basic zoning designations: C-51 (Central Business Service Commercial) and C-55 (Central Core Commercial). Figure IV.A.4 shows the current zoning designations for the project site and site vicinity.

The area of the project site designated C-51 includes the northwestern portion of Block 4 and the western two-thirds of Blocks 5 and 6. The C-51 zoning designation is intended to create, preserve, and enhance areas for medium-intensity development of offices and business service activities and is typically appropriate to the service commercial areas immediately adjoining the Core of the Central District (City of Oakland, 1985b). Permitted and conditionally permitted activities in this zone are presented in Table IV.A.3. There are no established height limits for the C-51 zoning designation. The maximum FAR is 7.0 with allowable increases under certain conditions (City of Oakland, 1989).

The area of the project site designated C-55 includes all of Blocks 1, 2 and 3, the southern half and eastern third of Block 4, and the eastern third of Blocks 5 and 6. The C-55 zoning designation is intended to preserve and enhance a very high-intensity regional center of employment, shopping, culture, and recreation, and is appropriate to the Core of the Central District (City of Oakland, 1989). Permitted and conditionally permitted activities in this zone are presented in Table IV.A.4. There are no established height limits for the C-51 zoning designation. In addition, no maximum FAR exists for non-residential uses within the C-55 zoning designation (City of Oakland, 1989).

Individual Special Zone designations are overlay zoning regulations for basic zone designations. The S-8 (Urban Street Combining) Zone extends along both sides of Broadway at the project site. The S-8 overlay zoning designation is intended to create, preserve, and enhance compact, attractive, and clearly defined street and plaza spaces and to assure ground-level continuity of retail and consumer service uses along key shopping frontages, and is typically appropriate to major pedestrian shopping streets in the Central District (City of Oakland, 1989). The S-8 overlay zoning designation

TABLE IV.A.3: PERMITTED AND CONDITIONALLY PERMITTED ACTIVITIES IN THE CENTRAL BUSINESS SERVICE (C-51) ZONING DESIGNATION

Permitted Activities

Residential Activities:
- Permanent
- Semi-Transient

Civic Activities:
- Essential Service
- Limited Child-Care
- Nursing Home
- Community Education
- Community Assembly
- Non-Assembly Cultural
- Administrative
- Residential Care
- Health Care
- Utility and Vehicular

Commercial Activities:
- General Food Sales
- Convenience Sales and Service
- Medical Service
- General Retail Sales
- General Personal Service
- Consultative and Financial Service
- Consumer Laundry and Repair Service
- Group Assembly
- Administrative
- Business and Communication Service
- Retail Business Supply
- Research Service
- General Wholesale Sales
- Transient Habitation

Manufacturing Activities:
- Custom

Conditionally Permitted Activities

Civic Activities:
- Extensive Impact

Commercial Activities:
- Convenience Market
- Fast-Food Restaurant
- Alcoholic Beverage Sales
- Mechanical or Electronic Games/a/
- Automotive Sales, Rental, and Delivery
- Automotive Servicing
- Automotive Repair and Cleaning
- Automotive Fee Parking
- Animal Care
- Undertaking Service

Manufacturing Activities:
- Light

Agricultural and Extractive Activities:
- Plant Nursery
- Crop and Animal Raising

Off-Street Parking/a/

Activities Permitted or Conditionally Permitted in an Adjacent Zone/a/

/a/ Subject to additional provisions

SOURCE: Oakland Zoning Regulations

ZONING

- C-51 Central Business Service Commercial
- C-55 Central Core Commercial
- S-8 Urban Street Combining

Project Boundary

3 Block Number

0 100 200 300 400 500 FEET

SOURCE: City of Oakland

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Figure IV.A.4
Zoning Designations
in the Site Vicinity

TABLE IV.A.4: PERMITTED AND CONDITIONALLY PERMITTED ACTIVITIES IN THE CENTRAL CORE (C-55) ZONING DESIGNATION

Permitted Activities

Residential Activities:
- Permanent
- Semi-Transient

Civic Activities:
- Essential Service
- Limited Child-Care
- Nursing Home
- Community Education
- Community Assembly
- Non-Assembly Cultural
- Administrative
- Residential Care
- Health Care
- Utility and Vehicular

Commercial Activities:
- General Food Sales
- Convenience Sales and Service
- Medical Service
- General Retail Sales
- General Personal Service
- Consultative and Financial Service
- Consumer Laundry and Repair Service
- Group Assembly
- Administrative
- Business and Communication Service
- Retail Business Supply
- Research Service
- Transient Habitation

Manufacturing Activities:
- Custom

Conditionally Permitted Activities

Civic Activities:
- Utility and Vehicular
- Extensive Impact

Commercial Activities:
- Convenience Market
- Fast-Food Restaurant
- Alcoholic Beverage Sales
- Mechanical or Electronic Games/a/
- General Wholesale Sales
- Automotive Sales, Rental, and Delivery
- Automotive Servicing
- Automotive Fee Parking
- Animal Care
- Undertaking Service

Manufacturing Activities:
- Light

Agricultural and Extractive Activities:
- Crop and Animal Raising

Off-Street Parking/a/

Activities Permitted or Conditionally Permitted in an Adjacent Zone/a/

/a/ Subject to additional provisions

SOURCE: Oakland Zoning Regulations

limits the type of commercial and civic activities that may be located within the first twenty feet above street level, and permits off-street parking and loading areas, and access driveways from the ground-floor only as conditional use. Design review is required for new construction or changes to the exterior of existing structures within the S-8 overlay zoning designation (City of Oakland, 1989).

IMPACTS AND MITIGATION MEASURES

Impact IV.A.1: The project would result in a change in land use at the project site.

The project would result in the acquisition of property not already owned by the Redevelopment Agency within the project site, the relocation of existing businesses and residents, and the potential demolition of buildings in the western portion of the project site. It is anticipated that after property has been acquired, the relocation efforts would result in a temporary change from office and retail land uses to vacant buildings at the project site. In addition, demolition of existing buildings in the western portion of the project site would result in a change from a mixture of commercial/retail and parking uses to vacant land and parking uses since it is anticipated that some of the demolished buildings would be replaced by surface parking lots. If all buildings eligible for demolition in the western portion of the project site were demolished during the first phase of the project, the portion of the project site between Telegraph and San Pablo Avenues devoted to parking uses would increase. Thus, no intensification of land uses would occur during this phase of the project and this change in land use is not considered to be a significant impact.

The project would ultimately result in the construction and operation of 1.2 million square feet of retail space, 600,000 square feet of office space, and between 3,000 and 4,000 parking spaces. This would result in an intensification of land use at the project site.

Mitigation Measure IV.A.1.

None warranted.

Impact IV.A.2: The project would generally comply with the plans and policies of the *Land Use Element of the Comprehensive Plan*, the *Oakland Policy Plan Component of the Comprehensive Plan*, and the *Central District Urban Renewal Plan*.

The first phase of the project would result in the acquisition of property not already owned by the Agency and relocation of existing businesses and residents. The City plans and policies applicable to the project site encourage the development of a high-intensity retail and office core at the project site. The acquisition of property, relocation of existing businesses and residents, and demolition of buildings in the western portion of the project site represents the first step in developing the retail and office core. This impact is not considered significant.

Since the Oakland-East Bay Galleria has not been designed, it is not possible to determine if the project would comply with policies regarding preservation of existing historic resources, maximum FAR, and provision of off-street loading spaces. The compliance of the project with these policies will be discussed in the Stage 2 EIR.

Mitigation Measure IV.A.2.

None warranted.

Impact IV.A.3: The project would generally comply with the existing zoning at the project site.

The C-51 and C-55 zoning designations respectively permit medium-density and high-density commercial development. The first phase of the project would result in the assemblage of property and demolition of some of the existing buildings that would enable the Agency to develop the Oakland-East Bay Galleria. In addition, the regulations for the S-8 overlay designation would not affect the acquisition of property at the project site. Specific impacts dependent on the final design of the Oakland-East Bay Galleria will be discussed in the Stage 2 EIR. Thus, no inconsistencies regarding existing zoning would occur as a result of the first phase of the project. This impact is considered to be not significant.

Mitigation Measure IV.A.3.

None warranted.

Impact IV.A.4: The project would contribute to cumulative land use impacts associated with development in the Central District of Oakland.

Although the acquisition of property not already owned by the Agency at the project site would not affect cumulative development in the Central District, ultimate development of the Oakland-East Bay Galleria would increase the amount of future office space, retail space and parking by 11%, 163%, and 35% to 47%, respectively.

Mitigation Measure IV.A.4.

None warranted.

Impact IV.A.5: If design or construction of the project is delayed, the number of vacant buildings in the project site could increase.

The project site and site vicinity currently include several buildings that are vacant either as a result of the Loma Prieta earthquake or for economic reasons. The acquisition of parcels and buildings not already owned by the Agency and relocation of existing businesses and residents would result in an increase in the amount of vacant space at the project site. Since it is unlikely that the Agency would attempt to lease space in existing vacant buildings, a concentration of vacant buildings at the project site could result. This would, in turn, diminish the viability of neighboring office and retail uses. This is not considered a significant impact since the project site currently has numerous vacant buildings.

Mitigation Measure IV.A.5.

None warranted.

Impact IV.A.6: If design or construction of the project is delayed, the amount of vacant land and/or surface parking area at the project site could increase.

If demolition of all existing buildings on the western portion of the project site occurs during the first phase, the amount of vacant land and/or the amount of surface parking area would increase. Since most of the western portion of the project site is currently surface parking area, this increase represents an intensification of this land use. However, a surface parking area is not an intensive land use and would not represent a significant impact. In addition, many of the buildings on this portion of the site were vacated as a result of the Loma Prieta earthquake.

Mitigation Measure IV.A.6.

None warranted.

REFERENCES

City of Oakland, *Land Use: An Element of the Oakland Comprehensive Plan,* April 1980a.

City of Oakland, *Oakland Policy Plan Component of the Comprehensive Plan,* September 1980b.

City of Oakland, Oakland Redevelopment Agency, *Central District Urban Renewal Plan,* June 11, 1985.

City of Oakland, *Oakland Zoning Regulations*, Ordinance No. 7248, revised through June 13, 1989.

B. BUSINESS AND RESIDENT RELOCATION

SETTING

Overview

Land uses at the project site include 90 businesses employing approximately 900 persons. Table IV.B.1 presents the type and number of businesses for each of the six blocks at the project site. All of the businesses within the project site are considered to be in Class B and Class C buildings (Cushman-Wakefield, 1990).

TABLE IV.B.1: EXISTING NUMBER OF BUSINESSES AT THE PROJECT SITE /a/

Block	Type of Business	Number of Businesses
1	Business Services	13
	Personal Services	3
	Retail	10
2	Business Services	5
	Retail	9
3	Business Services	6
	Retail	11
4	Business Services	2
	Manufacturing	1
	Personal Services	4
	Retail	6
5	Retail	3
6	Business Services	4
	Personal Services	4
	Retail	9
TOTAL		90

/a/ Does not include billboards at the project site.

SOURCE: City of Oakland Office of Economic Development and Employment

Approximately 29 persons currently reside at the project site. Only Block 6, which is bounded by 20th Street, Telegraph Avenue, William Street, and San Pablo Avenue, contains any known residential units.

Table IV.B.2 presents the existing number of residents at the project site by type of resident.

TABLE IV.B.2: EXISTING NUMBER OF RESIDENTS AT THE PROJECT SITE

Type of Resident	Number of Residents
Elderly/Disabled	12
General Assistance	6
Families	2
Employed	9
TOTAL	29

SOURCE: City of Oakland Office of Community Development

Acquisition and Relocation Process

General Requirements

Under state relocation law (Title 25, California Administrative Code 6000 et seq.), the Redevelopment Agency must survey owners and tenants to be relocated, prepare a relocation plan based on the needs identified in the survey, and undertake a relocation assistance advisory program. The basic function of the relocation assistance advisory program is to help displacees relocate with as little discomfort and inconvenience as possible and to secure for them their maximum benefits provided by law.

After a survey of all of the owners and tenants in the project area has been conducted to identify their needs for relocation services and benefits, the confidential information supplied by the owners and tenants is tabulated and the Relocation Plan is prepared. The Relocation Plan summarizes the requirements of those anticipated to be displaced and how those requirements are to be met. The Relocation Plan is submitted to the community, the local government and the funding agency for approval.

Acquisition of Property

Acquisition of property could occur by willing seller or by condemnation. In the first case, the owner would accept an offer tendered by the Redevelopment Agency, which is based on an appraisal conducted at the direction of the Redevelopment Agency. The Redevelopment Agency would be responsible for providing relocation assistance if the owner conducted a business and/or resided or maintained materials (such as storage) at the property.

In the second case, when the Redevelopment Agency and the owner do not agree on compensation, the Redevelopment Agency would initiate condemnation proceedings. A court would then determine just compensation on the basis of information provided by the owner and the Redevelopment Agency. As with a willing sale, the Redevelopment Agency would be responsible for providing relocation assistance where applicable.

Business and Resident Relocation

Residential and business tenants who are not property owners but who would be displaced as a result of acquisition by the Redevelopment Agency of the property they rent or lease would be eligible (assuming they meet eligibility requirements) for relocation benefits and assistance. The Redevelopment Agency would establish a grievance procedure to resolve disputes between tenants and the Redevelopment Agency.

IMPACTS AND MITIGATION MEASURES

Impact IV.B.1: The project would result in the displacement of existing businesses at the project site.

The approximately 90 businesses that currently exist at the project site would either be permanently relocated, temporarily relocated, or go out of business as a result of the City acquiring the property at the project site. For those businesses that are permanently relocated, most would be relocated at locations off the project site within downtown Oakland. Other businesses, such as some retail stores and offices, would be temporarily relocated until space in the Oakland-East Bay Galleria becomes available

for occupancy. Depending on business ownership and availability of comparable relocation space, some businesses would choose not to relocate and would cease operations. The displacement of existing businesses would be subject to the requirements of relocation assistance.

The vacancy rate for business space in Class B and Class C buildings in downtown Oakland is similar to the vacancy rate for the project site vicinity (Cushman-Wakefield, 1990). More than 600,000 square feet of Class B and Class C business space exists throughout downtown Oakland outside the project site vicinity (Cushman-Wakefield, 1990). Therefore, it is possible that the existing businesses at the project site could be accommodated in similar business space in downtown Oakland.

The displacement of existing businesses could result in a financial hardship to business owners. This is considered to be a significant impact.

Mitigation Measure IV.B.1.

To reduce the financial hardship on existing businesses that would be displaced during the first phase of the project, the Redevelopment Agency would assist businesses in relocating to the full extent required by law. California relocation requirements (Government Code Sections 7260 et seq. and Title 21 California Code of Regulations Sections 1407.01 et seq.) would determine the extent of relocation assistance that would be provided. Generally, the Redevelopment Agency would survey the relocation needs of all owners and tenants in the project, develop a relocation plan based upon the needs identified in the survey, and provide relocation advisory assistance. Depending upon the facts of each relocation case, businesses may be eligible for reasonable expenses incurred in moving, reasonable expenses incurred in finding a replacement business site, business reestablishment expenses, and other cash payments.

Impact IV.B.2: The project would result in the displacement of existing residents at the project site.

The 29 persons currently residing at the project site would be permanently displaced as part of the first phase of the project. These residents would relocate to either other residential units in downtown Oakland, other residential units outside of downtown Oakland, or residential units outside of the City of Oakland. The displacement of existing residents would be subject to the requirements for relocation assistance. Like many cities, Oakland has a limited supply of housing affordable by and suitable for the existing mostly low-income residents at the project site. The limited supply of affordable housing was further depleted by the dislocation of many low-income people by the Loma Prieta earthquake.

The displacement of existing residents could result in hardships to these residents. This is considered to be a significant impact.

Mitigation Measure IV.B.2.

To reduce the hardship on existing residents that would be displaced during the first phase of the project, the Redevelopment Agency would assist residents in relocating to the full extent required by law. California relocation requirements (Government Code Sections 7260 et seq. and Title 21 California Code of Regulations Sections 1407.01 et seq.) would determine the extent of relocation assistance that would be provided. Generally, the Redevelopment Agency would survey the relocation needs of all residents in the project, develop a relocation plan based upon the needs identified in the survey, and provide relocation advisory assistance. Depending upon the facts of each relocation case, residents may be eligible for reasonable expenses incurred in moving, reasonable expenses incurred in finding replacement housing, tenant replacement housing payments, and other cash payments. Additional information will be provided when the proposed project and relocation plan is adopted by the Redevelopment Agency pursuant to the procedures set forth in the Central District Urban Renewal Plan.

REFERENCE

Cushman-Wakefield, Vacancy Rates, 1990.

C. VISUAL RESOURCES AND URBAN DESIGN

SETTING

Two factors play key roles in characterizing the visual environment for a project: scenic quality and viewer sensitivity. Scenic quality is best described as the overall impression retained when driving by, walking through or generally viewing a landscape setting. Scenic quality pertains to the physical features of the landscape, including both natural and built resources that make up the distinguishable line, form, color and texture of the landscape composition. Viewer sensitivity refers to the value of the landscape being viewed. Sensitivity reflects the angle and distance from which the site is viewed, the frequency of the view and the range of expectations of the viewer about what is being viewed.

The area surrounding the project site is predominantly flat and largely urbanized; therefore, the scenic quality is predominantly determined by built resources. Commercial and office areas, supporting several high rise buildings, are east, west and south of the project site. Some topographic relief is provided by the hills and regional parks, which are north and east of the project site. These hills, as well as other natural and scenic resources, such as the San Francisco Bay, located to the west, and Lake Merritt, located to the east, contribute to the scenic quality in the site vicinity.

The project site is characterized by buildings of moderate height. These buildings, as well as trees, lampposts and signs along streets at the project site form the dominant vertical component of the area. Wide streets and moderately sized buildings provide an open urban landscape that receives direct sunlight during the afternoon hours. Landscape vegetation is minimal at the project site and consists mainly of sparsely planted trees along sidewalks and on private property.

The scenic quality of the site is also determined by the presence of historical structures. Significant historical structures at the project site include the Fox Oakland Theater, the J.J. Newberry Building, and the Oakland Floral Depot. These buildings represent early 20th century architectural styles and constitute an interesting and valuable visual component. Juxtaposed to these buildings of high scenic quality are areas that are characterized as blighted (Central District Urban Renewal Plan 1986). Several buildings at the project site are vacant or in disrepair.

Views of the site are predominantly foreground views, because buildings obstruct most mid-to-long range views. However, long range views of the surrounding hills are afforded from some locations along major boulevards, such as Telegraph Avenue and Broadway. These streets are heavily travelled by vehicles and pedestrians. Most persons view the project site from street level and while in motion. Because the project is in a developed urban area and because most persons view the project while in transit, viewer sensitivity is low.

The *Oakland Comprehensive Plan* and the Oakland Central District Development Program (OCDDP), which have been presented to the City but have not been adopted, outline urban design plans and policies for the site vicinity. The Comprehensive Plan Land Use Element provides basic guidelines and goals for the design and placement of buildings, signs and landscape in new residential and commercial developments and mandates the preservation of older buildings. The OCDDP presents policies and standards for building heights and design, for streetscape design, for the preservation of views and sunlight in public places and for the rehabilitation and enhancement of historical structures. The OCDDP standards for new developments, include compatibility with existing structures, implementation of a tree street plan and a fifty-foot minimum separation between adjacent buildings. Additionally, the OCDDP states that all buildings proposed for the Broadway corridor, as well as any commercial buildings of more than 100,000 square feet and residential developments of more than five units in the redevelopment area are subject to design review by the City of Oakland.

IMPACTS AND MITIGATION MEASURES

Impact IV.C.1: The acquisition of property and subsequent relocation of businesses and residents at the project site would leave buildings and residences temporarily vacant.

Vacant structures would characterize the project site as a result of resident and business relocation. Because buildings and their associated landscapes may not be maintained after occupants are relocated, the visual quality of the project site could degrade. The presence of vacant buildings could also encourage vandalism, which would further degrade the visual character of the project site. Relocation activities would result in fewer persons policing the project site. This could result in more litter and debris on streets and in other public areas.

However, since portions of the project site, especially those blocks west of Telegraph Avenue, are considered blighted, the temporary visual impact in the degradation of visual quality is not considered significant.

Mitigation Measure IV.C.1.

None warranted.

Impact IV.C.2: Demolition of existing structures in the western portion of the project site would result in an increase in the amount of vacant land and/or surface parking area.

If all buildings eligible for demolition in the western portion of the project site were demolished during the first phase of the project, most of the land bounded by 20th Street, Telegraph Avenue, 17th Street, and San Pablo Avenue would be either vacant land or a surface parking area. The lack of natural or man-made features on these four blocks as a result of the demolition would be a contrast to the urban uses on the surrounding blocks. Since this impact would be temporary, it is not considered to be significant.

Mitigation Measure IV.C.2.

None warranted.

Impact IV.C.3: The project could result in visual and urban design impacts.

Development of the project would initially require the demolition of existing buildings. If construction of the project is delayed, this activity would create rubble and debris at the project site and could represent a temporary visual impact.

The project could, as a result of its height, bulk and design, be visually disruptive to the character of the site vicinity. Without a detailed design to evaluate, it is not possible to identify specific project impacts on urban design and visual resources. To the extent the design was not compatible with and presented no relationship to its surroundings, the project would have a negative aesthetic effect.

The project could also result in the introduction of adverse light, glare, shadow and wind impacts. In addition, the distant views of the hills from Broadway and Telegraph Avenue could be blocked by the project. The significance of these impacts would depend on the design of the project and will be discussed in detail in the Stage 2 EIR. As a condition of approval from the City of Oakland, the project would be required to conform with established design standards and would be subject to design review.

Mitigation Measures IV.C.3.

(a) To conform with the policies and standards of the OCDDP and the Land Use Element, include design criteria for the project that is consistent with established design policies in the City's Request for Qualifications for developers.

(b) To minimize height and bulk impacts, design and orient the buildings associated with the project on a human scale. For example, the development of a pedestrian district would contribute to a human scale development. Pedestrian streets could be designed to include continuous ground floor retail, street tree plantings, fountains, benches, open air greenways and setbacks.

(c) To minimize shadows in public areas, especially those designated as pedestrian streets, design the project with setbacks on upper floors.

(d) To avoid blocking the distant views of the hills from Broadway and Telegraph Avenue, design the project either to leave Telegraph Avenue and Broadway as visual corridors or to provide new view opportunities from the project.

(e) To minimize incompatible design features at the project site, preserve and rehabilitate historically significant structures and design new structures to be compatible with historical structures and patterns of development, as well as buildings and uses in the site vicinity.

REFERENCES

City of Oakland, *Oakland Central District Development Program*, 1986.

City of Oakland, *Land Use Element of the Comprehensive Plan*, April 1980a.

D. ARCHITECTURAL AND CULTURAL RESOURCES

SETTING

No recorded prehistoric or historic archaeological sites are listed with the California Archaeological Inventory in the site vicinity (Beard, 1990). In the Oakland area, prehistoric archaeological sites are generally near the historic shoreline of San Francisco Bay, along historic marsh edges, and at vegetation ecotones. Nineteenth century maps of Alameda County indicate the southern portion of the project site included woodlands and sand dunes and that an arm of San Antonio Slough extended along the eastern boundary of the project site (Beard, 1990). In addition, midden sites, which include human remains, have been located in sand dunes in the site vicinity (Beard, 1990). Thus, the possibility of unrecorded prehistoric resources within the project site exists.

Table IV.D.1 lists the four existing buildings at the site that are considered of highest historic value because they are or appear to be individually eligible for listing in the National Register of Historic Places (Oakland Cultural Heritage Survey, 1985). Each building has been evaluated in terms of significance, eligibility to the National Register of Historic Places (Register), and City Landmark Status.

The significance rating was completed during the Oakland Cultural Heritage Survey in the Central District (1979-1985) conducted by the Oakland Planning Department. All buildings within the Central District were assigned one of the four following ratings: A = highest importance; B = major importance; C = secondary importance; or D = of no particular importance. Each of the four existing historic buildings at the site are considered to be of highest importance.

The Register is the official list of the U.S. Government of properties that have architectural, historical or cultural significance at the national, state or local level. The Fox Oakland Theater is the only building at the site that is listed on the Register. The Oakland Floral Depot Building has been determined eligible for the Register by the U.S. Department of the Interior. The J.J. Newberry Building appears to be eligible for the Register, but no determination has been made. The Oakland Cultural Heritage Survey also indicated that the Emporium-Capwell Department Store appeared to be eligible for listing on the National Register. However, this building was damaged during the Loma Prieta earthquake and required extensive remodeling, which was not

TABLE IV.D.1: HISTORIC BUILDINGS AT THE PROJECT SITE

Building	Significance Rating /a/	National Register Status /b/	Within a Historic District /c/	City Landmark Status /d/
J.J. Newberry Building 1921-33 Broadway	A	3	UP	SL
Emporium-Capwell Department Store /e/ 1935-75 Broadway	A	3	UP	SL
Fox Oakland Theater Building 1807-29 Telegraph Avenue	A	1	UP	LM
Oakland Floral Depot Building 1900-32 Telegraph Avenue	A	2	UP	SL

/a/ A = Highest Importance; B = Major Importance; C = Secondary Importance; D = Of No Particular Importance
/b/ 1 = Listed; 2 = Determined Eligible; 3 = Appears To Be Eligible; 4 = May Become Eligible Someday; 5 = Does Not Appear To Be Eligible
/c/ UP = Uptown Shopping Entertainment District
/d/ LM = Landmark; SL = On Study List
/e/ The ratings prepared by the Oakland Cultural Heritage Survey presented in this table are no longer considered appropriate as a result of earthquake damage and subsequent extensive remodeling of the building.

SOURCE: Oakland Cultural Heritage Survey

considered to be sympathetic to the exterior architectural details. Thus, the recent renovation of the Emporium-Capwell Department Store has resulted in the structure no longer being eligible for listing on the Register (Buckley, 1990).

The City Zoning Regulations provide for properties that have special historical, architectural, or other interest or value, to be designated City Landmarks. The City places properties under serious consideration for possible City Landmark designation or other preservation action on a study list. The Fox Oakland Theater Building is the only building at the site that is designated a City Landmark. The Oakland Floral Depot

Building, the J.J. Newberry Building and the Emporium-Capwell Department Store are all on the study list. However, it is unlikely that the Emporium-Capwell Department Store would be designated a City Landmark because of the recent remodeling.

The eastern portion of the site is within the Uptown Shopping Entertainment District (Uptown District), which received this designation on the basis of the Cultural Heritage Survey (see Figure IV.D.1). The Uptown District does not have any official local, state, or national designation. Table IV.D.2 lists each of the buildings within the district, identifies the contribution of the building to the district, and identifies whether the building is within the project site. The Uptown District includes six primary contributors (the four historic buildings in the project site and the I. Magnin Store and the Paramount Theater) and nine district contributors. Six of the district contributors (the Bowles Building, the Executive Center Building, the F.W. Woolworth & Co. Store Building, the Guaranty Loan and Building Association Building, the Lyon Building, and the Morris Plan Building) are within the project site. However, with the recent remodeling of the Emporium-Capwell Department Store, the eligibility of the Uptown District has been jeopardized. As shown in Figure IV.D.1, the Emporium-Capwell Department Store is in the center of the potential historic district. The City no longer supports the creation of the Uptown District and has no plans to redraw the boundaries of the Uptown District (Buckley, 1990).

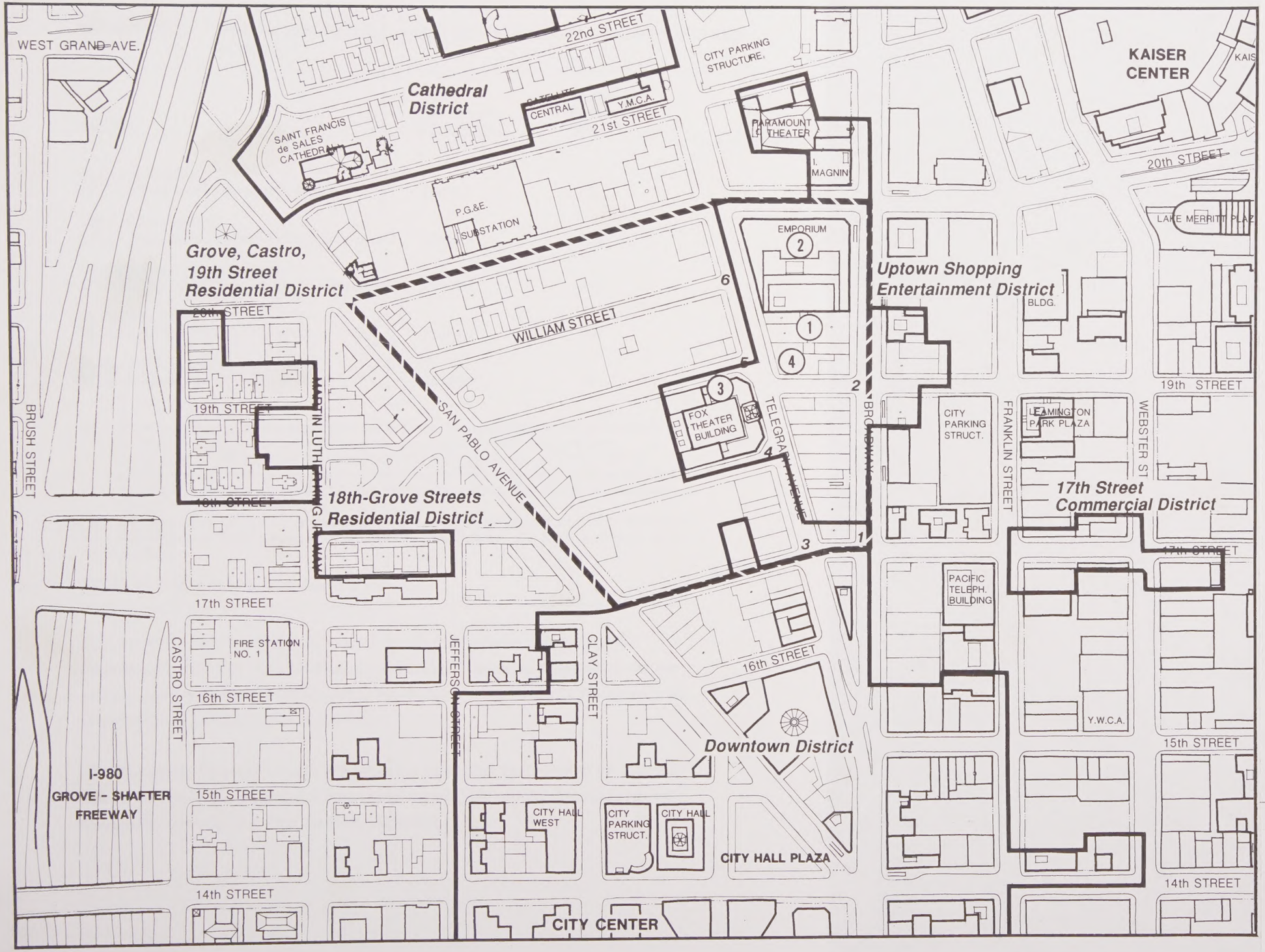
One building, Show Plaza Center at 510-18 17th Street, is in the Downtown District (see Figure IV.D.1). The Downtown District, the majority of which is south of the project site, contains 30 primary contributors and 44 district contributors. Show Plaza Center has a significance rating of C/B2 (the building currently is of secondary importance but would be considered of major importance if the property is restored) and is considered eligible for the Register as part of the Downtown District. The Show Plaza Center is classified as a district contributor.

Four other potential historic districts are located in the site vicinity (see Figure IV.D.1). The 17th Street Commercial District is a small district east of the project site and includes two primary contributors and three district contributors. The 18th and Grove Streets Residential District, which is west of the site, includes eight district contributors. North of the site is the Cathedral District, which is centered around the Saint Francis de Sales Cathedral and Rectory. Five primary contributors and 31 district contributors comprise this potential district. The Grove, Castro,

TABLE IV.D.2: PROPERTIES IN THE UPTOWN SHOPPING ENTERTAINMENT DISTRICT

Building	Contribution to District /a/	Within Project Site
1812-16 Telegraph Store Building 1812-16 Telegraph Avenue/473-99 19th Street	Non-Contributing	Yes
1915 Broadway Store Building 1915 Broadway	Contingency	Yes
1924 Broadway Building 1918-28 Broadway	District	No
2017-21 Broadway Store Building 2017-21 Broadway	Contingency	No
Bowles Building 1713-21 Broadway/1712-20 Telegraph Avenue	District	Yes
Emporium-Capwell Department Store 1935-75 Broadway/451-99 20th Street/ 1934-66 Telegraph Avenue	Primary /b/	Yes
Executive Center Building 1749-53 Broadway/1800 Telegraph Avenue	District	Yes
Fireside Thrift Building 1723-25 Broadway/1722 Telegraph Avenue	Contingency	Yes
Fox Oakland Theater Building 1807-29 Telegraph Avenue/504-30 18th Street/ 505-41 19th Street	Primary	Yes
F.W. Woolworth & Co. Store Building 1737-41 Broadway/1736-38 Telegraph Avenue	District	Yes
George Benloff Store Building 1733 Broadway/1732 Telegraph Avenue	Contingency	Yes
Guaranty Building and Loan Association Building 1759 Broadway/1802-04 Telegraph Avenue	District	Yes
I. Magnin & Co. Store Building 2001-15 Broadway/450 20th Street	Primary	No
J.J. Newberry Co. Building 1921-33 Broadway	Primary	Yes
Leeds Shoes Store Building 1773-75 Broadway/451-99 19th Street	Contingency	Yes
Lyon Building 1901 Broadway/450-64 19th Street	District	Yes

(Continued)



HISTORIC BUILDINGS

1. J.J. Newberry Building
2. Emporium Capwell Department Store
3. Fox Oakland Theater Building
4. Oakland Floral Depot Building

Project Boundary

2 Block Number

0 100 200 300 400 500 FEET

SOURCE: City of Oakland, Cultural Heritage Survey, Central District

Oakland -East Bay Galleria / 9396 ■

Figure IV.D.1
Potential Historic Districts in the Site Vicinity and Historic Buildings at the Project Site

TABLE IV.D.2: PROPERTIES IN THE UPTOWN SHOPPING ENTERTAINMENT DISTRICT (Continued)

Building	Contribution to District /a/	Within Project Site
Manivest Building 1900-16 Broadway/428-44 19th Street	District	No
Morris Plan Building 1763-7 Broadway/ 1806-08 Telegraph Avenue	District	Yes
Oakland Floral Depot Building 1900-32 Telegraph Avenue/ 468-98 19th Street	Primary	Yes
Paramount Theater 2025 Broadway/475-85 21st Street	Primary	No
Ramur Building, Bauer Apartments 1762-76 Broadway/435-49 19th Street	District	No

/a/ Primary = Properties that are considered to be the primary contributors to the fabric of the historic district; District = Properties that are considered to be secondary contributors to the fabric of the historic district and support the importance of the primary contributors; Contingency = Properties that only have a minor contribution to the fabric of the historic district; Non-Contributing = Properties that do not contribute to the fabric of the historic district.

/b/ The Emporium-Capwell Department Store is no longer considered a primary contributor to the Uptown District because of the exterior modifications that have been made to the structure.

SOURCE: Oakland Cultural Heritage Survey

19th Street Residential District is west of the site and includes three primary contributors and 14 district contributors. Table IV.D.3 presents properties in the site vicinity that are either eligible for listing on the Register as individual resources or as contributors to potential historic districts.

The Downtown District has been determined to be eligible for listing on the Register. The other districts are considered potentially eligible. No official determination has been made regarding the other districts' eligibility.

TABLE IV.D.3: PROPERTIES IN THE SITE VICINITY THAT ARE OR APPEAR TO BE ELIGIBLE FOR LISTING ON THE NATIONAL REGISTER OF HISTORIC PLACES

Building	Significance Rating /a/	National Register Status /b/	Within a Historic District /c/	City Landmark Status /d/
1440 Broadway Building 1440 Broadway	A	3	DT	-
Aaron N. Wachs Houses 1902, 1904, 1910, 1912 Castro Street	C	3	GC	-
Athenian Nile Club Building 400-08 14th Street	A	3	DT	SL
Bank of Oakland Building 360-64 14th Street	B	3	DT	SL
Blood Appleton Building 560-64 14th Street	B	3	DT	SL
Bradley House 678 18th Street	B	3	GC	-
Broadway Building 1401-19 Broadway	A	3	DT	-
Butler House 619 15th Street	C	3	-	-
California Building 1736-42 Franklin Street	C	3	-	-
Cathedral Building 1605-15 Broadway	A	1	DT	LM
Central Bank Building 1400-16 Broadway	A	3	DT	SL
First Church of Christ Scientist 1701 Franklin Street	A	3	-	SL
Franklin Building 1624-28 Franklin Street	A	3	-	-
Friedman's Appliance Co. Building 1917-23 San Pablo Avenue	B	3	-	SL
Frink House 1432 Martin Luther King Jr. Way	C	3	-	-

(Continued)

TABLE IV.D.3: PROPERTIES IN THE SITE VICINITY THAT ARE OR APPEAR TO BE ELIGIBLE FOR LISTING ON THE NATIONAL REGISTER OF HISTORIC PLACES (Continued)

Building	Significance Rating /a/	National Register Status /b/	Within a Historic District /c/	City Landmark Status /d/
George P. Miller Federal Office Building 1501-15 Clay Street	B	3	DT	SL
Holland Building 380-98 14th Street	B	3	DT	SL
Holmes Building 380-98 17th Street	B	3	17	-
Hotel Claridge 634-46 15th Street	A	3	-	SL
Hotel Royal Building 2000-08 San Pablo Avenue	B	3	-	SL
Hotel Touraine Building 1525-33 Clay Street	B	3	DT	-
Hotel Wagner Building 1601-05 Clay Street	B	3	DT	SL
Howden Building 325-43 17th Street	A	3	17	LM
I. Magnin & Co. Store Building 2001-15 Broadway	A	3	UP	SL
Jeremiah J. Hanflin Block 1901-15 San Pablo Avenue	A	3	-	SL
Jeremiah J. Hanflin House 1807 Martin Luther King Jr. Way	B	3	GC	-
Latham Memorial Fountain 1601 Broadway	A	3	DT	LM
Latham Square Building 1601-15 Telegraph Avenue	B	3	DT	SL
Leamington Hotel Building 1800-26 Franklin Street	A	3	-	-
Liberty House Department Store (The Rotunda) 1501-39 Broadway	A	3	DT	SL

(Continued)

TABLE IV.D.3: PROPERTIES IN THE SITE VICINITY THAT ARE OR APPEAR TO BE ELIGIBLE FOR LISTING ON THE NATIONAL REGISTER OF HISTORIC PLACES (Continued)

Building	Significance Rating /a/	National Register Status /b/	Within a Historic District /c/	City Landmark Status /d/
Maclise Drug Store 1631-33 San Pablo Avenue	A	3	DT	LM
McDaniel House 627 15th Street	B	3	-	-
Morgan Building 512 16th Street	B	3	DT	SL
Navlet's Building 518-20 20th Street	B	3	-	SL
Oak Medical Building 1900-08 Franklin Street	B	3	-	-
Oakland City Hall 1 City Hall Plaza	A	1	DT	LM
Oakland Commerce Building 1540 San Pablo Avenue	A	3	DT	SL
Oakland Title Insurance & Guaranty Building 1447-59 Franklin Street	A	3	DT	LM
Pacific Building 600-16 16th Street	B	3	-	SL
Pacific Gas & Electric Building 1625 Clay Street	A	3	DT	SL
Pacific Telephone & Telegraph Co. Building 1519 Franklin Street	B	3	DT	-
Paramount Theater 2025 Broadway	A	1	UP	LM
Plaza Building 500-508 15th Street	B	3	DT	-
Roos Brothers Store Building 1500-20 Broadway	A	3	DT	SL
St. Francis de Sales Cathedral 2100 Martin Luther King Jr. Way	A	3	CA	SL

(Continued)

TABLE IV.D.3: PROPERTIES IN THE SITE VICINITY THAT ARE OR APPEAR TO BE ELIGIBLE FOR LISTING ON THE NATIONAL REGISTER OF HISTORIC PLACES (Continued)

Building	Significance Rating /a/	National Register Status /b/	Within a Historic District /c/	City Landmark Status /d/
St. Francis de Sales Rectory 634 21st Street	C	3	CA	-
Wakefield Building 420-36 17th Street	B	3	-	-
Young Men's Christian Association 2101 Telegraph Avenue	A	3	-	-
Young Women's Christian Association 1515 Webster Street	A	1	-	LM

/a/ A = Highest Importance; B = Major Importance; C = Secondary Importance; D = Of No Particular Importance
/b/ 1 = Listed; 2 = Determined Eligible; 3 = Appears To Be Eligible; 4 = May Become Eligible Someday; 5 = Does Not Appear To Be Eligible
/c/ 17 = 17th Street Commercial District
CA = Cathedral District
DT = Downtown District
GC = Grove, Castro, 19th Street Residential District
UP = Uptown Shopping Entertainment District
/d/ LM = Landmark; SL = On Study List

SOURCE: Oakland Cultural Heritage Survey

IMPACTS AND MITIGATION MEASURES

Impact IV.D.1: No impacts to archaeological or prehistoric resources would occur on the eastern portion of the project site.

In the eastern portion of the site where no demolition would occur, no impacts to archaeological or prehistoric resources would occur. The second phase of the project, which would include construction of the Oakland-East Bay Galleria, could result in impacts to archaeological or prehistoric resources. A detailed archaeological site investigation would be performed during the second phase of the project to determine the potential for archaeological or prehistoric resources to exist at the site. Impacts associated with the second phase of the project would be evaluated in the Stage 2 EIR.

Mitigation Measure IV.D.1

None warranted.

Impact IV.D.2: Demolition of existing buildings on the western portion of the project site would not affect any historic buildings or historic districts in the project site vicinity but could affect archaeological or prehistoric resources.

None of the buildings on the western portion of the project site that would be demolished during the first phase of the project are considered eligible for the National Register. The Fox Oakland Theater Building on Block 4, which is listed on the National Register and is a Primary Contributor to the Uptown District, is not within the area for potential demolition. The Show Plaza Center on Block 3, which is a contributing structure in the potential Downtown District, is also not included in the area for potential demolition. Although structures adjacent to the Fox Oakland Theater Building and the Show Plaza Center would be demolished, the removal of these structures would not jeopardize the integrity of the Fox Oakland Theater Building or the Show Plaza Center. Similarly, both the Uptown and the Downtown Districts would not be affected by demolition on the western portion of the project site.

If subsurface archaeological or prehistoric resources exist in the western portion of the site, demolition and construction activities could affect these resources. This would be considered a significant impact.

Mitigation Measure IV.D.2.

In the event that archaeological or prehistoric resources are found during demolition or construction on the western portion of the project site, the significance of the find would be assessed. Specific mitigation measures would be determined in consultation with the State Historic Preservation Officer. Implementation of this mitigation measure would reduce this impact to a less than significant level.

Impact IV.D.3: Deferred maintenance and repair of existing historic resources under City of Oakland ownership could occur.

The acquisition of property and the relocation of existing businesses and residents would not directly affect the historic resources at the project site. Agency ownership of property in the project site could result in deferred maintenance and repair of identified historic resources. This could result in the deterioration of existing historic resources and the subsequent loss of historic integrity of these resources. This would constitute a significant impact.

The potential for alteration or demolition of significant historic resources would occur during the second phase of the project. In addition, the potential for some individual properties and historic districts to be eligible for the Register could be eliminated. The extent of the impact on historic resources is dependent on final design of the Oakland-East Bay Galleria. These impacts would be evaluated in the Stage 2 EIR.

Mitigation Measure IV.D.3

To minimize impacts to significant historic resources, maintain existing historic resources by conducting necessary repairs and periodic cleaning of exteriors. This would reduce this impact to a less-than-significant level.

REFERENCES

Beard, Vikki, Researcher II, California Archaeological Inventory, letter dated 30 May 1990.

Buckley, Chris, Historic Preservation Planner, City of Oakland, telephone conversation, 27 October 1990.

Oakland City Planning Department, Oakland Cultural Heritage Survey, "Central District Survey 1979-1985".

E. TRANSPORTATION

SETTING

Traffic

For purposes of this EIR, Broadway, Telegraph Avenue, and San Pablo Avenue are considered north-south streets and all cross streets are considered east-west roadways.

Regional Access

Regional access to the site vicinity is provided by the Nimitz Freeway (State Route 17/Interstate 880), which is south of the project site, the John B. Williams Freeway (State Route 24/Interstate 980), which is west of the site, and the MacArthur Freeway (Interstate 580), which is north of the project site. Regional access is also provided by San Pablo Avenue, a major arterial that forms the western boundary of the project site.

The Nimitz Freeway serves as the major north-south route in the East Bay. This eight-lane roadway connects Oakland with San Jose to the south and Richmond to the north (via I-80). The Nimitz Freeway has three interchanges that provide access to downtown Oakland and the project site: Broadway; Jackson Street; and Oak Street. The Cypress Section of the Nimitz Freeway was destroyed during the Loma Prieta earthquake in October, 1989. The Cypress Section provided a connection between the Nimitz and MacArthur Freeways west of the project site.

The John B. Williams Freeway is a major east-west freeway that provides access from the Nimitz Freeway, near downtown Oakland, to Central Contra Costa County, via the Caldecott Tunnel. The John B. Williams Freeway has six to eight lanes and three interchanges that serve the project site: 11th Street/12th Street; 17th Street/18th Street; and 27th Street.

The MacArthur Freeway is an east-west roadway along the northern border of downtown Oakland. It has four lanes in each direction and connects with I-80 to the north and I-680 to the south. The MacArthur Freeway has four interchanges that provide access to the downtown Oakland area: Broadway/Webster Street; Harrison Street/Oakland Avenue; Grand Avenue/Lakeshore Avenue; and Market Street.

San Pablo Avenue is a principal north-south arterial in the East Bay. This two- to six-lane roadway provides a continuous route from Hercules on the north to Oakland on the south. San Pablo Avenue terminates at 15th Street near the project site.

Local Access

The primary arterials within the site vicinity include Broadway, Telegraph Avenue, Martin Luther King, Jr. Way, 27th Street, Grand Avenue, and Harrison Street. These routes provide circulation throughout downtown Oakland and access to and from the major freeway and roadway connections in the site vicinity. Figure IV.E.1 shows the general street network in the vicinity of the project site.

Broadway is a four to six-lane north-south arterial that borders the project site on the east. Broadway provides access from Jack London Square to the Oakland Hills near the Caldecott Tunnel, and is a major access roadway to downtown Oakland.

Telegraph Avenue, a four-lane roadway, runs from the University of California in Berkeley to downtown Oakland. Telegraph Avenue terminates at Broadway near the southern boundary of the project site.

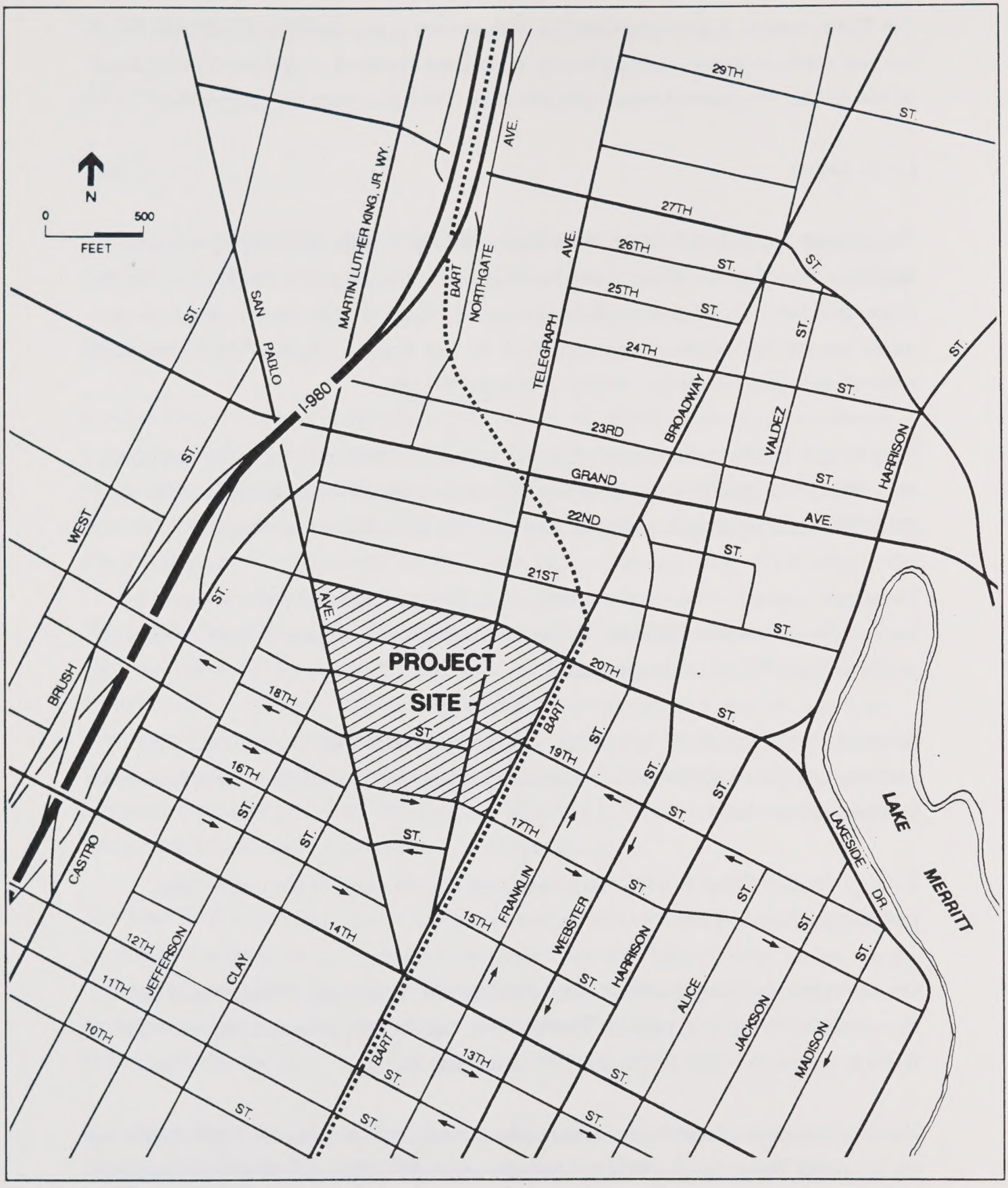
Martin Luther King, Jr., Way is a four-lane arterial west of the project site. This roadway provides a north-south connection between the western portion of downtown Oakland and Berkeley.

Twenty-seventh Street is a four-lane east-west arterial north of the project site, providing access to I-980.

Grand Avenue is a major east-west arterial that provides access to the project site via Broadway or Telegraph Avenue. The roadway has four- to six-lanes and provides freeway access to I-980, I-580, and I-80 at the Bay Bridge.

Harrison Street is a four- to eight-lane arterial that provides access to I-580, I-880 and the Alameda Tube. North of Grand Avenue near I-580, Harrison Street and Oakland Avenue serve as a one-way couplet.

Local streets within and adjacent to the project site include several one-way couplets: 15th and 16th Streets, 17th and 18th Streets, and 19th and Williams Streets.



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SOURCE: Korve Engineering, Inc.

Figure IV.E.1
Street Network in the Site Vicinity

Roadway Conditions

Intersection and roadway counts were assembled from traffic and environmental studies and increased to reflect current traffic conditions. Current ADT estimates shown in Figure IV.E.2 were derived by increasing traffic volume data collected between 1980 and 1985 (no traffic volume information is available for Telegraph Avenue).

Grand Avenue and Broadway are the most heavily traveled east-west and north-south streets, respectively, in the site vicinity. Harrison Street also carries a significant amount of traffic between Grand Avenue and 21st Street.

Traffic volumes along I-980 and I-580 have increased substantially as a result of the loss of the Cypress structure. Prior to the Loma Prieta earthquake, vehicles bound for San Francisco and Sacramento could use the Cypress section of I-880 to access the I-80 interchange. Vehicles must now travel along I-980 to I-580 and then to I-80. This has resulted in a significant amount of congestion at the I-80/I-580 interchange for movements between I-80 and eastbound I-580 and at the I-580/State Route 24/I-980 interchange for movements between I-980 and westbound I-580.

Intersection Service Levels

In order to evaluate existing traffic conditions, as well as provide a basis for comparison of conditions before and after project-generated traffic is added to the street system, Levels of Service (LOS) during the a.m. and p.m. peak hours were analyzed at critical intersections within the site vicinity. The morning peak hour is between 8:00 and 9:00 a.m. and the evening peak hour is between 5:00 and 6:00 p.m. Figure IV.E.3 identifies the location of intersections included in this analysis.

The LOS evaluation indicates the degree of congestion that occurs during peak travel periods and is the principal measure of roadway performance. A "TRACS" computer model was used for the LOS analysis. Critical movement analysis was added to develop LOS ratings for each intersection.

Table IV.E.1 defines the LOS for signalized intersections, which range from "A" (free flow conditions) to "F" (jammed conditions). LOS A, B, and C are generally

SOURCE: Korve Engineering, Inc.

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Figure IV.E.2
Average Daily Traffic Volumes
in the Site Vicinity

SOURCE: Korve Engineering, Inc.

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Figure IV.E.3
Study Intersection Locations
in the Site Vicinity

TABLE IV.E.1: LEVEL OF SERVICE DEFINITIONS FOR SIGNALIZED INTERSECTIONS

Level of Service	Stopped Delay (Sec./Veh.)	Typical Volume to Capacity Ratio	Description of Traffic Condition
A	≤5.0	0.00 - 0.59	Insignificant Delays: No approach phase is fully utilized and no vehicle waits longer than one red indication.
B	5.1 - 15.0	0.60 - 0.69	Minimal Delays: An occasional approach phase is fully utilized. Drivers begin to feel restricted.
C	15.1 - 25.0	0.70 - 0.79	Acceptable Delays: Major approach phase may become fully utilized. Most drivers feel somewhat restricted.
D	25.1 - 40.0	0.80 - 0.89	Tolerable Delays: Drivers may wait through more than one red indication. Queues may develop but dissipate rapidly, without excessive delays.
E	40.1 - 60.0	0.90 - 0.99	Significant Delays: Volumes approaching capacity. Vehicles may wait through several signal cycles and long queues of vehicles form upstream.
F≤	60.0	N/A	Excessive Delays: Represents conditions at capacity, with extremely long delays. Queues may block upstream intersections and queues may form which do not dissipate.

SOURCE: Highway Research Board, 1965; Transportation Research Board, 1980; Transportation Research Board, 1985.

considered satisfactory service levels, while LOS D is marginally acceptable, LOS E is undesirable, and LOS F conditions are unacceptable. However, LOS F conditions frequently occur at heavily congested urban intersections in the Bay Area.

Table IV.E.2 identifies the existing LOS at the analyzed intersections. The volume-to-capacity ratios for intersections analyzed in recent EIRs were increased by one-half percent, or 0.005 per year. On the basis of the analysis, most of the intersections operate at acceptable levels of service during the a.m. and p.m. peak hours. The 18th Street/Brush Street intersection operates at LOS D (V/C 0.83) during the morning peak hour as a result of heavy traffic traveling inbound from I-980 into downtown Oakland.

During the p.m. peak hour, the 27th Street/Harrison Street intersection operates at LOS E (V/C 0.93), which is an undesirable service level. Although the Grand Avenue/Harrison Avenue and 20th Street/Harrison Street intersections operate at marginally acceptable conditions, recent street widening and signal modifications have improved the capacity at these intersections. Traffic counts have not been conducted since the improvements have been made. The remaining analyzed intersections operate at an acceptable LOS during both the a.m. and p.m. peak hours.

Programmed Improvements

Several local and regional roadway improvement programs have been or are under study.

The California Department of Transportation (Caltrans) is currently preparing an Environmental Impact Statement (EIS) for the replacement of the Cypress Structure (Caltrans, 1990). This roadway provided a connection from I-580 to I-880 west of the project site, but was destroyed during the Loma Prieta earthquake in October 1989. The Federal Highway Administration (FHWA) requires that if a replacement of the roadway is needed, the roadway must conform to current design standards and a twenty-year projected traffic need.

Several alternatives are being evaluated in the EIS (at this stage, the alternatives are subject to change). The City Council has passed two resolutions opposing reconstruction of any facility in the existing above ground corridor. Therefore, the alternatives being considered include an underground facility through the residential area, two at-grade alternatives through the railroad corridor, a "No Project" alternative, and a Transportation Systems Management (TSM) Program alternative.

TABLE IV.E.2: EXISTING PEAK HOUR LEVEL OF SERVICE AND VOLUME-TO-CAPACITY RATIOS

A.M. Peak Hour	LOS	V/C
27th/Northgate	B	0.60
27th/Harrison	C	0.79
Grand/Northgate	A	0.52
Grand/Harrison	C	0.74
18th/Brush	D	0.83
18th/Castro	A	0.53
17th/Brush	C	0.70
17th/Castro	B	0.68
P.M. Peak Hour		
27th/Northgate	C	0.79
27th/Broadway	C	0.78
27th/Harrison	E	0.93
Grand/Northgate	C	0.79
Grand/Telegraph	B	0.62
Grand/Broadway	B	0.68
Grand/Webster	B	0.65
Grand/Harrison /a/	D	0.82
22nd/Broadway	A	0.50
21st/Broadway	B	0.63
21st/Harrison	C	0.77
20th/Telegraph	C	0.70
20th/Broadway	C	0.70
20th/Harrison /a/	D	0.87
19th/San Pablo	B	0.66
19th/Telegraph	C	0.70
19th/Broadway	B	0.61
19th/Harrison	C	0.78
18th/Brush	A	0.52
18th/Castro	B	0.69
17th/Brush	A	0.47
17th/Castro	B	0.68
17th/Telegraph	A	0.58
14th/Castro	A	0.41
14th/Broadway	C	0.70

/a/ Level of service and volume/capacity ratio represents conditions prior to recent street widening and signal modifications at this location.

SOURCE: City of Oakland, 1983; City of Oakland, 1987.

The Draft EIS was published in October 1990 and an approval of the document is expected in mid-1991. Construction of the selected alternative, if any, is expected to begin by Fall 1993 (Caltrans, 1990).

Recent street improvements within downtown Oakland have also occurred. These include widening of Harrison Street between 20th Street and Grand Avenue from six to eight lanes and the widening of Grand Avenue between Harrison and Valdez Streets from four to six lanes, while, as part of the Kaiser Center Planned Unit Development, Grand Avenue between Valdez and Webster Streets will also be widened. The City is examining the extension of the Grand Avenue widening west to Broadway.

Transit

The site vicinity is served by the Alameda-Contra Costa Counties Transit (AC) District bus system and the Bay Area Rapid Transit (BART) District (Metropolitan Transportation Commission, 1989). Figure IV.E.4 shows existing transit lines near the project site.

AC Transit serves Alameda and Contra Costa Counties. Buses connect to Amtrak and BART stations in the East Bay; Golden Gate Transit, SamTrans, and San Francisco Muni at the Transbay Terminal in San Francisco; SamTrans at the Hayward BART Station; Santa Clara County Transit at the Fremont Bart Station; and WestCat in western Contra Costa County (Pinole, Hercules, Rodeo, and Crockett). Buses operate seven days a week in most areas and generally run on 8- to 30-minute intervals during the commute hours, and 15- to 60-minute intervals during mid-day and evenings. The Oakland Downtown Shuttle, which has scheduled 10- to 15-minute service during weekday business hours, operates along Broadway and stops at 20th Street near the project site.

Load factors (the ratio of passengers to available seats) for AC Transit during the evening peak hour are shown in Table IV.E.3. Load factor data is based on a 1985 count of all outbound buses in downtown Oakland and represents the most comprehensive data available.

BART operates under Broadway in the site vicinity. Two BART stations are near the project site and are within walking distance. The 19th Street Station is at 19th Street

SOURCE: Korve Engineering, Inc.

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Figure IV.E.4
Transit Routes in
the Site Vicinity

TABLE IV.E.3: ESTIMATED AC TRANSIT LOAD FACTORS, P.M. PEAK HOUR

Screenlines	1989	1995
San Francisco /a/	0.14	0.22
North, West Oakland Berkeley /b/	0.73	1.10
Piedmont, Oakland Hills /c/	0.72	1.08
East Oakland, San Leandro, Hayward /d/	1.01	1.52
Alameda /e/	0.99	1.50
TOTAL /f/	0.83	1.22

/a/ San Francisco - Bus Lines, A, B T/T2.
/b/ North, West Oakland, Berkeley - Bus lines 82/83, 88, 12, 16, 15, 72/19, C, P, 33, 40/43, 51.
/c/ Piedmont, Oakland Hills -- Bus lines 42, 59/76, 11, 12, 18, A, B, B.
/d/ East Oakland/San Leandro/Hayward -- Bus lines 34, 18, 15, 40, 43, A, 82, B, H, H, 14, 38, 36.
/e/ Alameda -- Bus Lines 33A, 51, 61, T/T2.
/f/ For buses leaving downtown Oakland.

SOURCE: City of Oakland, 1985.

TABLE IV.E.4: BART LOAD FACTORS, P.M. PEAK HOUR (1990)

Location/Direction	Routes	Seats	Passengers	Load Factor
Oakland West Eastbound	Concord/Daly City	4,948	6,251	1.26
	Fremont/Daly City	3,876	5,118	1.32
	Richmond/Daly City	2,668	3,226	1.21
Lake Merritt Southbound	Fremont/Daly City	3,934	4,875	1.24
	Fremont/Richmond	1,678	1,620	0.97
Fruitvale Northbound	Fremont/Daly City	3,440	4,293	1.25
	Fremont/Richmond	1,720	1,886	1.10
MacArthur North/Eastbound	Concord/Daly City	4,952	5,909	1.19
	Richmond/Daly City	2,664	3,070	1.15
	Fremont/Richmond	1,534	972	0.63

SOURCE: Bay Area Rapid Transit District, 1990.

and Broadway. Access to the 19th Street Station is at the 19th Street/Broadway intersection and at a walkway connecting Telegraph Avenue and Broadway midway between 17th and 19th Streets. The 12th Street Station is five blocks south of the project site. BART provides transit service throughout the East Bay and San Francisco. Trains run from 6 a.m. to midnight Monday through Saturday, and 9 a.m. to midnight on Sunday on 7- to 20-minute intervals. BART load factors are presented in Table IV.E.4.

Parking

Parking surveys were conducted by the City of Oakland Traffic Engineering and Parking Division in January 1983. The off-street parking supply for the area bounded by Grand Avenue on the north, San Pablo Avenue on the west, 16th Street on the south, and Webster Street on the east consists of approximately 872 long-term parking spaces, 804 short-term parking spaces, and 2,530 long- and short-term parking spaces for a total of 4,206 off-street parking spaces. The off-street parking occupancy is 93%. The on-street parking supply consists of 342 metered spaces with an 84% occupancy and an average daily turnover of 4.09 vehicles.

Pedestrian/Bicycle Circulation

Pedestrian and bicycle circulation is provided by pedestrian ways and bikeways. These routes provide direct, safe access to places of interest such as recreational areas, parks, and mass transit stops and stations. Broadway, which is the most heavily used corridor in the site vicinity, is designated a pedestrian way (City of Oakland, 1986). No designated bikeways exist at the project site.

IMPACTS AND MITIGATION MEASURES

Impact IV.E.1: The acquisition of property, relocation of existing businesses and residents, and demolition of buildings on the western portion of the project site would likely reduce the number of vehicle trips generated by the project site.

Vehicle trips associated with existing businesses and residences on the western portion of the project site would be eliminated once demolition occurs. This reduction in vehicle trips on streets in the project site vicinity would be temporary until the retail center is developed. This is not considered a significant impact.

Mitigation Measure IV.E.1.

None warranted.

Impact IV.E.2: The project would result in an increase in the number of vehicle trips, transit trips and walk/other trips generated at the project site.

Trip Generation

The number of vehicle trips generated by the project were calculated by subtracting the estimated number of vehicle trips generated by existing uses at the project site from the number of vehicle trips generated by proposed uses at the project site.

Vehicle trip generation rates for existing and proposed uses are presented in Table IV.E.5. The rates are based on those identified in the Institute of Transportation Engineers (ITE), *Trip Generation Manual*, 4th Edition. However, certain trip rates vary with project size and land use; for example, Table IV.E.5 presents "typical" vehicle generation rates based on selected land uses. The vehicle trip generation rate for a shopping center is reduced by 20% to account for linking trips. Figure IV.E.5 shows the pass-by trips as a percentage of total weekday trips entering a shopping center versus the size of the shopping center. As shown, the percentage of pass-by trips decreases as the size of the shopping center increases. The line on the graph in Figure IV.E.5 represents the average percentage.

Table IV.E.6 identifies the projected vehicle trips resulting from the project and compares it with the estimated existing vehicle trips at the project site. The increase in daily vehicle trips would be approximately 22,750. The net increase in a.m. and p.m. peak hour vehicle trips would be about 1,140 and 2,460, respectively.

Mode Split

Table IV.E.7 presents the projected mode split for the net new trips generated by the project. Trips were split between three transportation modes including auto, transit, and walk/other. The mode splits are based on information from the Central District Development Plan (City of Oakland, 1986). For retail uses, the mode split is 60% auto, 20% transit and 20% walk/other. For office uses, the mode split is 56% auto, 40% transit and 4% walk/other.

TABLE IV.E.5: VEHICLE TRIP GENERATION RATES BY LAND USE /a/

Land Use	Daily	A.M. Pk Hr	%In	P.M. Pk Hr	%In
Proposed Shopping Center	32.76	0.66	70	2.92	47
Proposed Office	8.76	1.56	87	1.45	16
Existing Retail /b/	43.20	1.01	70	3.54	47
Existing Service	15.54	2.15	87	2.14	16

/a/ Per thousand gross square feet.
/b/ Reflects the variety of uses in close proximity and shared parking facilities.

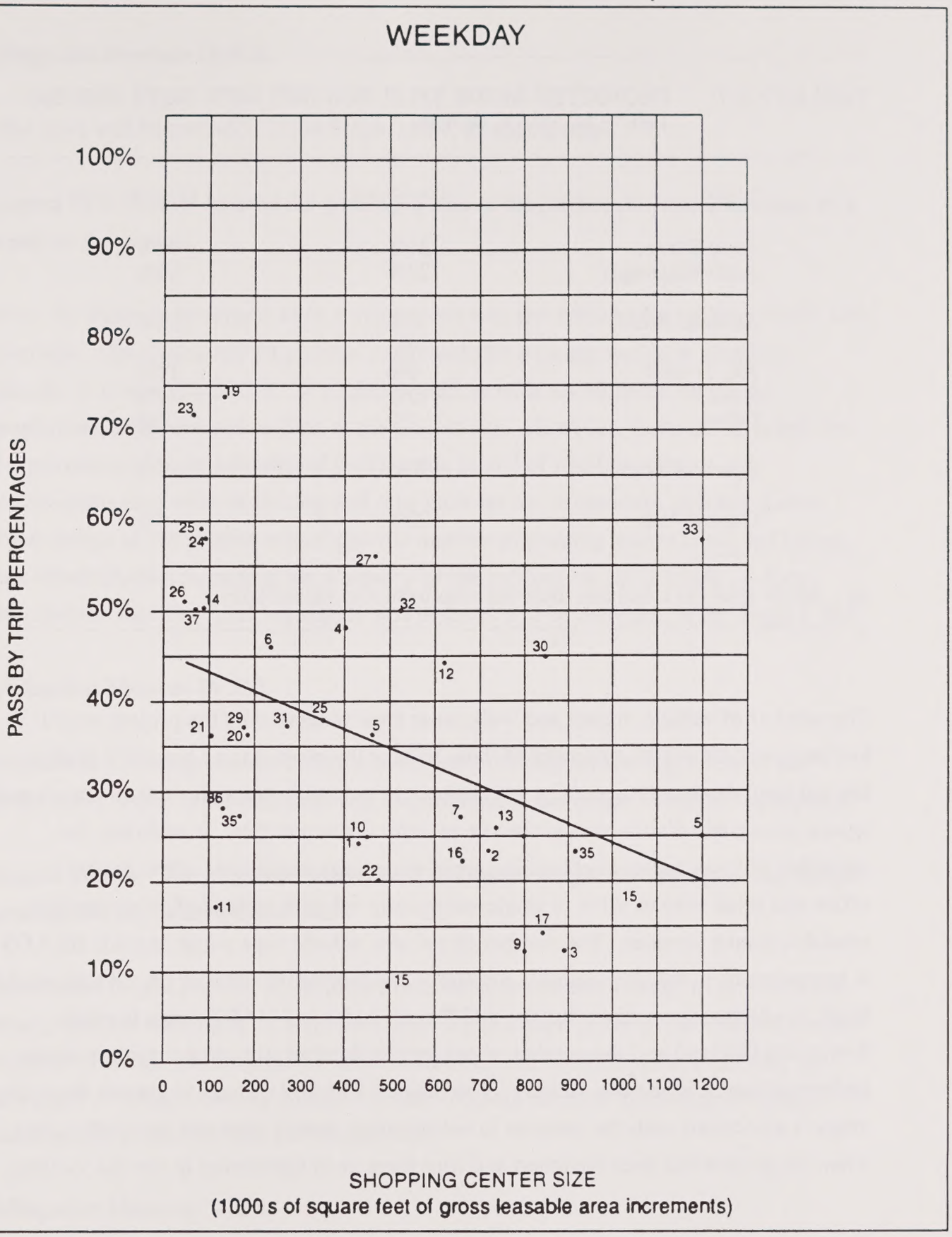
SOURCE: ITE, 1987.

TABLE IV.E.6: NET NEW VEHICLE TRIPS AS A RESULT OF THE PROPOSED PROJECT

	Square Footage /a/	Daily	A.M. Peak hour In	A.M. Peak hour Out	A.M. Peak hour Total	P.M. Peak Hour In	P.M. Peak Hour Out	P.M. Peak Hour Total
Proposed Uses								
Shopping Center /b/	1,120.0	29,353	414	177	591	1,230	1,386	2,616
Office	600.0	5,256	814	122	936	139	731	870
Total		**34,609**	**1,228**	**299**	**1,527**	**1,369**	**2,117**	**3,486**
Existing Uses								
Retail /c/	394.9	10,919	178	76	254	421	474	895
Office	60.8	945	114	17	131	21	109	130
Total		**11,864**	**292**	**93**	**385**	**442**	**583**	**1,025**
TOTAL NET NEW VEHICLE TRIPS		**22,745**	**936**	**206**	**1,142**	**927**	**1,534**	**2,461**

/a/ In thousand gross square feet.
/b/ Uses the vehicle trip generation rate presented in Table IV.E.5 discounted by 20% to account for linking trips.
/c/ Uses the vehicle trip generation rate presented in Table IV.E.5 discounted by 36% to account for linking trips.

SOURCE: Korve Engineering, 1990.



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SOURCE: Trip Generation, ITE; Korve Engineering, Inc.

Figure IV.E.5
Shopping Center Trip Diversions

TABLE IV.E.7: PROJECTED MODE SPLIT FOR NET NEW TRIPS DURING THE P.M. PEAK HOUR

Mode	Retail /a/	Office
Auto Driver	36%	40%
Auto Passenger	24%	16%
Subtotal Auto:	60%	56%
AC Transit	6%	12%
BART	12%	24%
Other	2%	4%
Subtotal Transit:	20%	40%
Other/Walk	20%	4%

/a/ Mode split for retail use includes employee and visitor trips.

The number of vehicle, transit and walk/other trips generated by the project would increase over the existing number of these trips at the project site. Since the project has not been designed, especially with respect to potential street closures or access and egress points, trip distribution in the site vicinity is not possible. In addition, the provision of large amounts of parking could encourage employees of the center's office and retail uses to drive in single-occupancy vehicles instead of using readily available transit services. The number of net new vehicle trips could degrade the LOS at intersections in the site vicinity. Similarly, the number of net new transit trips could result in additional overcrowding on AC Transit buses and BART trains leaving downtown Oakland and the number of net new walk/other trips could result in heavy pedestrian traffic in the site vicinity. The Stage 2 EIR will discuss in greater detail the impacts associated with the increase in vehicle trips, transit trips and walk/other trips when the project has been designed and trips have been distributed in the site vicinity.

Mitigation Measure IV.E.2.

Measures will be provided in the Stage 2 EIR, as appropriate.

Impact IV.E.3: The demand for parking spaces at the project site would increase as a result of the project.

With the increase in vehicle trips at the project site, the demand for parking would also increase. The project would provide 3,000 to 4,000 parking spaces in a parking garage. It is anticipated that the project would provide an adequate supply for employees, shoppers and visitors at the project site. However, it should be noted that the provision of large amounts of parking can in and of itself encourage single-occupancy vehicle driving and thus increase the demand for parking spaces. Final design of the project with a specific number of parking spaces is needed before any determination regarding the adequacy of the parking supply is made. A more detailed discussion of parking supply and demand will be provided in the Stage 2 EIR.

Mitigation Measure IV.E.3.

Implement a Transportation Systems Management Program for employees at the project site. Additional measures will be provided in the Stage 2 EIR, as appropriate.

Impact IV.E.4: The project would include additional freight loading space and freight loading activity at the project site.

Additional freight loading at the project site could result in blockage of streets if not enough freight loading spaces are provided. Final design of the project with a specific number of freight loading spaces is needed before any determination regarding the adequacy of freight loading spaces is made. A more detailed discussion of freight loading will be provided in the Stage 2 EIR.

Mitigation Measure IV.E.4.

Design freight loading spaces so as not to block streets at the project site. Additional measures will be provided in the Stage 2 EIR, as appropriate.

Impact IV.E.5: A short-term increase in parking demand at the project site would occur during construction activities.

Construction workers generally arrive at a construction site prior to the a.m. peak hour and depart before the p.m. peak hour. Temporary parking demand would increase in the site vicinity in proportion to the size of construction crews and the percentage of workers who drive, but not in numbers expected to be significant. Final design of the project and a specific construction schedule is needed before any determination regarding the adequacy of parking spaces in the site vicinity for construction workers is made. A more detailed discussion of short-term parking demand will be provided in the Stage 2 EIR.

Mitigation Measure IV.E.5.

Require the construction contractor(s) to provide a remote parking area for the construction crew and transportation to the project site to minimize increased temporary parking demand, if necessary. Additional measures will be provided in the Stage 2 EIR, as appropriate.

Impact IV.E.6: The project would result in an increase in truck trips in the site vicinity during construction activities.

During the construction period, trucks would use streets in the site vicinity. This could result in blocking streets and slowing traffic and would be particularly noticeable during the a.m. and p.m. peak hours.

Final design of the project and a specific construction schedule is needed before any determination regarding the impacts of truck trips is made. A more detailed discussion of truck trips will be provided in the Stage 2 EIR.

Mitigation Measure IV.E.6.

Schedule construction activities to minimize the number of truck trips in the site vicinity during the a.m. and p.m. peak hours. Additional measures will be provided in the Stage 2 EIR, as appropriate.

Impact IV.E.7: The project would contribute to cumulative traffic increases and transit use increases in the site vicinity.

Vehicle trips generated by other planned projects in downtown Oakland and an increase in background traffic due to general city-wide growth, would add vehicle trips to the street network and create cumulative traffic impacts (see Table IV.A.1.2 for other projects in downtown Oakland).

Since the project has not been designed, no vehicle trip or transit trip distribution in the site vicinity is possible. The cumulative number of vehicle trips could degrade the LOS at intersections in the site vicinity. Similarly, the cumulative number of transit trips could result in additional overcrowding on AC Transit buses and BART trains leaving downtown Oakland. The Stage 2 EIR will discuss in greater detail the impacts associated with the cumulative increase in vehicle trips and transit trips when the project has been designed and trips have been distributed in the site vicinity.

Mitigation Measure IV.E.7.

Measures will be provided in the Stage 2 EIR, as appropriate.

Impact IV.E.8: The project could result either in the closure of streets at the project site or realignment of streets in the site vicinity.

Since the project is not designed, it is not possible to determine whether traffic patterns at the project site or in the site vicinity would be altered. Impacts would be dependent on which street(s) were closed or realigned and the ultimate design of the traffic pattern for the site vicinity. The Stage 2 EIR will discuss in greater detail the impacts associated with street closure and/or realignment when the project has been designed.

Mitigation Measure IV.E.8.

Measures will be provided in the Stage 2 EIR, as appropriate.

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F. AIR QUALITY

SETTING

Meteorology and Climate

The climate in the City of Oakland, as in the entire San Francisco Bay Area, is dominated by the strength and position of the semi-permanent high pressure center over the Pacific Ocean near Hawaii. It creates cool summers, mild winters, and infrequent rainfall. Temperatures in Oakland, as measured at the Oakland Airport, average 58° F annually and range from the rare extremes of 30° F to 100° F. Daily and season variations of temperature are small because of the moderating effect of the Pacific Ocean. Rainfall in Oakland typically averages 18 inches annually and generally is confined to the "rainy" period from November to April.

Winds near the project site display several characteristic regimes. During the day, especially in summer, winds are from the southwest through northwest at seven to nine miles per hour, as air is funneled through the Golden Gate and then diverges across the Bay Area. At night, especially in winter, the land becomes cooler than the ocean and a weak offshore wind of two to four miles per hour develops from the Oakland Hills toward the Bay. Therefore, the prevailing wind distribution generally results in rapid ventilation in the daytime by marine air with corresponding good air quality, and in the nighttime, winds originating from the Oakland Hills is relatively unpolluted and also of good air quality.

The Bay Area is also subject to two characteristic temperature inversions that affect the air quality climate. There is a summertime regional "capping" inversion and a localized winter "radiation" inversion, both of which trap air pollutants and can lead to unhealthful air quality.

Ambient Air Quality Standards

The ambient air quality standards (AAQS) are the levels of air quality considered safe, with an adequate margin of safety, to protect the public health and welfare. The Clean Air Act Amendments of 1970 established federal AAQS, but provided individual states the option to adopt more stringent standards. Because California already had

Pollutant	Averaging Time	California Standards		National Standards		
		Concentration	Method	Primary	Secondary	Method
Ozone	1 Hour	0.09 ppm (180 ug/m3)	Ultraviolet Photometry	0.12 ppm (235 ug/m3)	Same as Primary Std.	Ethylene Chemiluminescence
Carbon Monoxide	8 Hour	9.0 ppm (10 mg/m3)	Non-dispersive Infrared Spectroscopy (NDIR)	9.0 ppm (10 mg/m3)	Same as Primary Stds.	Non-dispersive Infrared Spectroscopy (NDIR)
	1 Hour	20 ppm (23 mg/m3)		35 ppm (40 mg/m3)		
Nitrogen Dioxide	Annual Average	-	Gas Phase Chemilumi-nescence	0.053 ppm (100 ug/m3)	Same as Primary Std.	Gas Phase Chemilumi-nescence
	1 Hour	0.25 ppm (470 ug/m3)		-		
Sulfur Dioxide	Annual Average	-	Ultraviolet Fluorescence	80 ug/m3 (0.03 ppm)	-	Pararosoaniline
	24 Hour	0.05 ppm (131 ug/m3)		365 ug/m3 (0.14 ppm)	-	
	3 Hour	-		-	1300 ug/m3 (0.5 ppm)	
	1 Hour	0.25 ppm (655 ug/m3)		-	-	
Suspended Particulate Matter (PM_{10})	Annual Geometric Mean	30 ug/m3	Size Selective Inlet High Volume Sampler and Gravimetric Analysis	-	-	-
	24 Hour	50 ug/m3		150 ug/m3	Same as Primary Stds.	Inertial Seperation and Gravimetric Analysis
	Annual Arithmetic Mean	-	-	50 ug/m3		
Sulfates	24 Hour	25 ug/m3	Turbidimetric Barium Sulfate	-	-	-
Lead	30 Day Average	1.5 ug/m3	Atomic Absorption	-	-	Atomic Absorption
	Calendar Quarter	-		1.5 ug/m3	Same as Primary Std.	
Hydrogen Sulfide	1 Hour	0.03 ppm (42 ug/m3)	Cadmium Hydr-oxide STRactan	-	-	-
Vinyl Chloride (chloroethene)	24 Hour	0.010 ppm (26 ug/m3)	Tedlar Bag Collection, Gas Chromatography	-	-	-
Visibility Reducing Particles	1 Observation	In sufficient amount to reduce the prevailing visibility to less than 10 miles when the relative humidity is less than 70%		-	-	-
Applicable Only in the Lake Tahoe Air Basin						
Carbon Monoxide	8 Hour	6 ppm (7 mg/m3)	NDIR	-	-	-
Visibility Reducing Particles	1 Observation	In sufficient amount to reduce the prevailing visibility to less than 30 miles when the relative humidity is less than 70%.		-	-	-

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SOURCE: California Air Resources Board, 1988

Table IV.F.1

Ambient Air Quality Standards

TABLE IV.F.2: OAKLAND AMBIENT AIR QUALITY SUMMARY /a/

Pollutant	Standard	1985	1986	1987	1988	1989
Ozone						
1-hour	>0.09 ppm /b/	1	0	0	1	0
1-hour	>0.12 ppm /c/	0	0	0	0	0
Max. 1-hr. conc. (ppm)		0.12	0.09	0.09	0.10	0.08
2nd Highest 1-hr. (ppm)		0.08	0.08	0.09	0.09	N/A
Carbon Monoxide						
1-hour	>20 ppm	0	0	0	0	N/A
8-hour	> 9 ppm	0	0	1	0	0
Max. 1-hr. conc. (ppm)		9	12	9	10	N/A
2nd Highest 1-hr. (ppm)		9	11	8	8	N/A
Max. 8-hr. conc. (ppm)		5.8	7.5	4.9	7.5	N/A
2nd Highest 8-hr. (ppm)		5.8	6.5	4.9	5.6	N/A

/a/ Number of days standards were exceeded and maximum concentration measured in parts per million (ppm). N/A indicates data not available.
/b/ California standard.
/c/ National standard.

SOURCE: California Air Resources Board, 1985 to 1988; Michael Murphy, Bay Area Air Quality Management District, 1990.

standards in existence before federal standards were established, and because of unique meteorological problems in the state, there is considerable diversity between federal and state AAQS in effect in California (see Table IV.F.1).

Ambient Air Quality

The Bay Area Air Quality Management District (BAAQMD) conducts ambient air quality measurements at its Oakland air monitoring station on Alice Street. This station measures both regional pollution levels, such as ozone, as well as primary vehicular pollution levels near roadways, such as carbon monoxide. Table IV.F.2 summarizes the last five years of published data from this monitoring station.

The following conclusions can be drawn from these data:

- Photochemical smog (ozone) levels may exceed the hourly state standard a few times per year, but the less stringent federal standard has not been exceeded in the last five years of published data. However, Oakland is located within the designated Bay Area Air Basin ozone non-attainment area, and is therefore considered to be non-attainment for ozone (Murphy, 1990).

- Measurements of carbon monoxide (CO) show low baseline levels with the hourly maximum at around 50% of the allowable California standard. Similarly, maximum 8-hour CO levels are several parts per million below their allowable 8-hour exposure. The BAAQMD considers all urbanized areas to be non-attainment for CO, and therefore, Oakland is considered non-attainment for CO (Murphy, 1990).

- Airborne dust levels are not measured at Oakland, but other data in Alameda County show that they may exceed the state standard. However, no measurement in excess of the national particulate standard has been recorded in Alameda County since before 1982. Since the total suspended particulate standard has been replaced by an inhalable dust standard for particles of 10 microns in diameter or less (known as PM_{10}), isolated violations of the stringent California PM_{10} standard may also occur in Oakland, but such levels are expected to be much lower than those found in many urbanized metropolitan areas. Although the Bay Area is considered non-attainment for PM_{10}, it is likely that the Oakland area will be in attainment in the near future (Murphy, 1990).

Air Quality Planning

A Bay Area Air Quality Plan was prepared in 1982 by the Association of Bay Area Governments (ABAG), the Metropolitan Transportation Commission (MTC), and the BAAQMD. The plan predicted attainment of all national clean air standards within the basin by 1987, but this has not yet occurred due to violations of ozone and carbon monoxide standards. A new Clean Air Plan addressing the observed ozone, CO, and PM_{10} violations is being prepared by the BAAQMD and MTC. The new plan is expected to be released and implemented in 1991. The plan will define and address various levels of non-attainment, and it is anticipated stricter requirements will be implemented in non-attainment areas, particularly those considered serious or severe (Murphy, 1990).

IMPACTS AND MITIGATION MEASURES

Impact IV.F.1: The demolition of existing buildings on the western portion of the project site would generate fugitive dust.

Larger dust particles (for example, over 100 micrometers, or microns, in diameter) would tend to settle closer to the source than fine particles (less than 10 microns in diameter, PM_{10}). The dispersion distances and patterns would depend on local wind conditions, soil type, and moisture content. This is considered a temporary impact and is not considered to be a significant impact.

Mitigation Measure IV.F.1.

None warranted.

Impact IV.F.2: Project-related construction activities would result in generation of large quantities of fugitive dust during the construction process.

Construction-related impacts that would occur during subsequent stages of project development will be evaluated in detail in the Stage 2 EIR.

Construction activities would include: demolition and clearing of some of the existing structures on the eastern portion of the site, grading the site for the proposed project, excavation for utilities, and vehicle travel on unpaved surfaces. The BAAQMD estimates that 1.2 tons of dust per month per acre disturbed are generated for uncontrolled construction activities. This estimate does not account for any mitigation measures required by the BAAQMD in its rule prohibiting nuisance impacts. The amount of dust that would be generated by project construction will be estimated in the Stage 2 EIR when more detailed project information (e.g., phasing and construction, acreage of demolition and disturbance, etc.) is available.

Mitigation Measure IV.F.2.

To minimize dust generated during project construction, implement the following dust control procedures:

- Wet soil loads in trucks to prevent raised dust from leaving the site;
- Water unpaved areas in the morning and at the end of the work day, with increased frequency whenever the wind speed exceeds 15 miles per hour;
- Pave all vehicular ways and roadways and sidewalks as soon as possible;

- Lay building pads or foundations as soon as possible after grading to minimize the amount of time soil is exposed; and
- Designate a person to monitor the dust control program and to order increased watering, as necessary, to minimize fugitive dust.

Uncontrolled dust emissions can be typically reduced by about one-half using standard construction dust control procedures.

Impact IV.F.3: Combustion emissions would result from on-site construction equipment and from off-site trucks hauling excavated dirt, concrete, steel and other building materials.

For typical equipment operating efficiencies, it is assumed that about 20,000 gallons of fuel per acre of construction would be required for heavy equipment operations and off-site trucking for the duration of the construction period. Combustion emissions that would be generated by project construction will be estimated in the Stage 2 EIR when more detailed project information is available. Construction equipment emissions, however, would be spread over many months of activity, and it is anticipated that daily emission rates of most pollutants, with the exception of nitrogen oxide, would be minimal. Nitrogen oxide emissions during intensive periods of construction could be noticeable if equipment were operated in a confined area in the vicinity of residential land uses.

Mitigation Measures IV.F.3

(a) Require on-site construction equipment to have recent (within 30 days) low-NO_x tune-ups and to use low sulfur diesel fuel, if available.

(b) Locate any stationary motor sources (such as generators and compressors) away from any residences or sensitive receptors, unless equipped with a supplementary pollution control system on its exhaust.

(c) Require all mobile sources (such as trucks or loaders) to have their engines turned off if idling for more than ten minutes in any one location.

Impact IV.F.4: Traffic increases associated with the proposed project would contribute significant air pollutant emissions to the regional air basin, resulting in incremental degradation in regional air quality.

The major source of air pollutants associated with the proposed project would be increased mobile source emissions from automotive and limited truck traffic. At this stage in project planning, it is estimated that the project would result in a daily net increase of approximately 18,300 vehicles based on proposed square footage of retail and office uses. Based on factors established by the BAAQMD (i.e., composite trip length of about 5.4 miles for 600,000 square feet of office uses and 1,120,000 square feet of regional shopping retail uses), the proposed project would result in about 98,800 vehicle miles travelled (VMT) to be added to the daily regional traffic burden. The estimate is based on Stage 1 planning guidelines, and will be refined in the Stage 2 EIR when more information is available about traffic generation.

For the Stage 1 EIR, the project-related air pollutant emissions contributing to the regional air basin can be calculated based on the estimated VMT and emission factors provided by the BAAQMD. The results are presented in Table IV.F.3 for the years 1995 and 2000. These figures are preliminary estimates for planning purposes and will be refined in the Stage 2 EIR when more data are available regarding traffic.

The BAAQMD provides guidelines stating that any project that creates vehicular emissions of hydrocarbons, nitrogen oxides, sulfur dioxide, or particulates in excess of 0.075 tons per day (150 pounds per day) would be considered significant. If the same emissions were generated by a new stationary source of emissions, then those emissions would trigger the requirement for best available control technology (BACT) and are potentially significant. As seen in Table IV.F.3, the estimated emissions from the proposed project for hydrocarbons, nitrogen oxides, and particulates from roadway dust would exceed the guideline levels and would be considered significant. The project, therefore, would be required to include mitigation measures that would assure consistency with the new Bay Area Air Quality Plan.

The estimated regional CO emissions would also exceed the threshold limit (0.275 tons per day) and would be potentially significant. However, the significance of CO emissions is determined by the calculation of local CO levels at critical intersections for comparison with state and federal standards (see Impact IV.F.5, below); this will be determined as part of the Stage 2 EIR.

TABLE IV.F.3: REGIONAL PROJECT-RELATED AIR POLLUTANT EMISSIONS (TONS PER DAY) /a/

Pollutant	1995	2000	BACT Threshold Levels /b/
Carbon monoxide	4.5	3.3	0.275
Hydrocarbons	0.15	0.13	0.075
Nitrogen oxides	0.29	0.27	0.075
Sulfur Dioxide	0.04	0.04	0.075
Particulates (exhaust, tire wear)	0.06	0.06	0.075
Particulates (roadway dust)	0.48	0.48	0.075

/a/ Estimates are based on BAAQMD, Air Quality and Urban Development, Tables VI.B.1 and VI.B.2, 1988 update; assumes average speed of 25 miles per hour and trip length of 5.4 miles.
/b/ BAAQMD, Air Quality and Urban Development, Table VIII-A-1.

SOURCE: Orion Environmental Associates, 1990.

It should be noted that to some degree, the proposed project would not be generating a demand for the proposed mix of uses, but would be accommodating an existing demand to some extent. The project-related emissions could currently be occurring elsewhere in the Bay Area, and people are driving farther to meet these existing demands. It is feasible that the proposed project may actually reduce some of the driving in the region by meeting existing needs of the East Bay rather than adding new emissions that do not already exist.

Mitigation Measures IV.F.4.

(a) Develop a Transportation Systems Management Program to reduce vehicle trips associated with the project. With the availability of transit service (i.e., BART and AC Transit) in the site vicinity, the project sponsor should emphasize use of transit (e.g., customer discount programs for those using transit, delivery service for merchandise purchased, etc.) and carpooling for both retail and office uses.

(b) Provide safe and convenient bicycle parking.

(c) Provide parking spaces for designated employee carpools and vanpools.

(d) Charge low fees for short-term parking (less than two hours) and high fees for long-term parking (more than two hours) to discourage all-day parking.

(e) Include a Transportation Management Agency to oversee the Transportation Systems Management Program and to assure its effectiveness.

Impact IV.F.5: Project-related changes in traffic distribution and increases in traffic levels would contribute to local air quality degradation, particularly increased levels of CO at intersections in the site vicinity.

Estimates of localized carbon monoxide levels at critical intersections in the site vicinity cannot be completed until an analysis of traffic distribution is completed. However, based on the regional emissions, it is anticipated that CO levels would be potentially significant. The traffic distribution analysis will be conducted as part of the Stage 2 EIR, when more defined project information is available.

Mitigation Measure IV.F.5.

Same as Mitigation Measure IV.F.4.

Impact IV.F.6: Proposed relocation of existing businesses and residents on the site to other areas in Oakland could indirectly increase vehicle trips at off-site locations, and thereby contribute incremental increases to the regional and local air quality burden.

Existing businesses and residents at the site are located in an area where transit service is readily available. If they are relocated to other areas in Oakland where transit service is less available, increases in vehicle trips and associated air pollutant emissions would result. Since it is unknown where those businesses and residents would be relocated, the potential increases in traffic and air emissions cannot be determined at this time. However, records should be maintained of all relocated businesses and residents, and traffic increases associated with proposed relocation should be added to other project-related traffic increases and vehicle emissions to determine the net impact of the project on air quality.

Mitigation Measure IV.F.6

Since the level of impact cannot be determined at this time, no feasible mitigation measures are possible. The Transportation Systems Management Program (described above under Measure IV.F.3) should address this incremental increase in off-site project-related traffic as well as other aspects of project-related traffic increases.

Impact IV.F.7: Secondary air quality impacts associated with the project would occur, relating to increased air emissions from a variety of sources both on- and off-site.

Emissions from power generation sources and on-site combustion of fuel and other thermal energy sources associated with site development would contribute an additional increment of air pollution. These sources, in conjunction with other growth-related emissions such as evaporative sources from gas stations, asphalt paving of parking lots, organic emissions from paints, solvents and cleaning products, industrial emissions to manufacture building materials, etc., would be added to the regional air quality burden. Individually and cumulatively, they are much less than the mobile source contribution to air pollution.

Mitigation Measure IV.F.7

None warranted.

Impact IV.F.8: The proposed project would have the potential to generate odors in the site vicinity.

The proposed project would include restaurant uses and odors from cooking foods could be generated at the project site and could be noticeable at adjacent or nearby residential uses.

Mitigation Measure IV.F.8

None warranted at this time. However, depending on the location and type of restaurant uses, odor control systems could be required at proposed restaurants.

Impact IV.F.9: Development of the proposed project in conjunction with other proposed/planned development in downtown Oakland would result in cumulative traffic and associated air pollutant emissions increases.

Both regional and localized air pollutant emissions would be expected to increase with cumulative traffic increases, especially if the practice of including large supplies of parking in new development in downtown Oakland continues. Since the project site is in a non-attainment area for ozone and carbon monoxide, increases in air emissions would be considered significant. However, implementation of the forthcoming new Bay Area Air Quality Plan and revisions to the National Clean Air Act may result in adjustments to both regional and local air emission patterns.

Mitigation Measure IV.F.9.

None warranted at this time. It is assumed the project would comply with the new Bay Area Air Quality Plan and any relevant revisions to the Clean Air Act.

REFERENCES

California Air Resources Board. *Summary of Air Quality Data, BAAQMD Oakland (Alice) Monitoring Station*, 1985 to 1988.

Bay Area Air Quality Management District, 1985. *Air Quality and Urban Development.*

City of Oakland, 1990. *Draft Supplemental Environmental Report for the Hotel Two/Parking Garage Project, April 1990.*

Murphy, Michael. Planning, Bay Area Air Quality Management District, telephone conversation, July 1990.

G. NOISE

SETTING

Existing Noise Sources and Levels

The predominant source of noise at the project site and in the site vicinity is motor vehicle traffic traveling on local streets. Sources of minor noise primarily relate to activities associated with existing development on the site (loading and unloading activities, parking cars, etc.). In general, average travel speeds on local streets in the site vicinity are relatively low due to traffic signal controls at most intersections. However, the reductions in noise levels that result from reduced travel speeds are offset by noise generated by vehicles accelerating at these signalized intersections. Peak noise levels generated by passing automobiles are 50 to 60 dBA[1] at 50 feet. Passing buses, trucks, motorcycles and poorly-muffled automobiles generate peak levels that are 5 to 20 dBA higher (U.S. General Services Administration, 1988). See Appendix IV.G.1, which relates these peak noise levels to more familiar noises.

Noise measurements were also taken southeast of the site on Broadway, 11th Street, 12th Street, 12th Street and Franklin Street (City of Oakland, 1990). Based on these measurements, existing and future (1995) noise levels were estimated for these streets. Broadway (at 12th Street) was estimated to generate noise levels of 73 dBA (L_{dn})[2] at five feet from the road curb and by 1995, this level is projected to increase to 78 dBA (L_{dn}). On 11th and 12th Streets, existing noise levels reach 67 dBA (L_{dn}) at 12 feet from the road curb, while future noise levels (1995) are expected to increase on these streets to 69 to 70 dBA (L_{dn}) at the same distance (City of Oakland, 1990).

Another noise source influencing the noise environment in the site vicinity is Interstate 980 (I-980), which is one to three blocks west of the project site. This freeway is located below grade near 17th and 18th Streets, but rises above grade in the vicinity of 19th and 20th Streets. The greatest influence of I-980 on the noise

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1 dBA: "A-weighted decibels." A decibel (dB) is a measure that serves as a basis for measuring the relative loudness of sounds. The A-weighted filter network screens low and very high frequency components of the sound in a manner similar to the response of the human ear, providing a good correlation with subjective reactions to noise. Sound pressure levels weighted using this filter are labeled "dBA." More information is provided in Appendix IV.G.2.

2 Ldn: A time-weighted, 24-hour noise level that applies weight factors to account for lower tolerance of people to noise during the nighttime hours. L_{dn} is approximately the same as CNEL where the noise environment is dominated by automobile traffic.

environment of the project site occurs in the northwest corner of the site where the freeway is located approximately one block to the west and is also above grade. The Noise Element of the Oakland Comprehensive Plan (City of Oakland, 1974) projected that by 1995, freeway noise levels would exceed 65 dBA (L_{10}) in the northwest corner of the project site.

The Noise Element states that a very large proportion of Oakland is noisier than is desirable, particularly where many residential properties are located adjacent to freeways or heavily traveled streets. The Noise Element identifies areas that, in 1974, were subject to the most serious noise problem; however, such identification was not intended to imply a lack of problems elsewhere. The project site is not located in any of the identified problem areas. No major stationary noise sources exist in the site vicinity.

Two airports are in the Oakland area: Alameda Naval Air Station, which is approximately two miles to the west, and the Metropolitan Oakland International Airport, which is about five miles south of the site. Neither airport generates substantial noise in the site vicinity, although aircraft are sometimes audible during take-off and landing (U.S. General Services Administration, 1988). The project site is outside the 65-dBA (CNEL)[4] noise contours that were projected to be generated by both airports in 1985 (City of Oakland, 1974).

Regulatory Context

The Noise Element includes HUD noise and land use compatibility guidelines as an example of noise criteria; these guidelines define the maximum acceptable noise levels for various land uses in addition to certain conditionally acceptable noise levels assuming implementation of noise reduction techniques. However, at this time, the City does not have specific noise guidelines or a noise ordinance. Lacking local noise standards, noise compatibility guidelines recommended by the California Department of Health Services Office of Noise Control have been included as Table IV.G.1. These guidelines define the compatibility of a variety of land uses within a range of

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[3] L_{10} is a noise descriptor that represents the noise level that is exceeded 10% of the time. This noise descriptor accounts statistically for the fluctuations in noise levels that occur with environmental noise. For more information on noise descriptors, see Appendix IV.G.2

[4] CNEL: "Community Noise Equivalent Levels" represents a cumulative measure in decibels (dBA) of community noise during a 24-hour period. It applies weighting factors to account for lower tolerance of people to noise during the evening (7 p.m. to 7 a.m.). For more information, see Appendix IV.G.2.

noise environments. In general, HUD levels of acceptability are more conservative (lower for conditionally acceptable levels only) than those recommended by the State for most of the uses listed in Table IV.G.1.

Some existing policies and programs contained in the Noise Element pertain to the proposed project. They include the following policy:

- Oakland's Noise Element, as well as other relevant parts of the Oakland Comprehensive Plan as necessary, should be revised and updated as more noise data become available and as thinking on desirable noise standards develop. (Subsequent to completion of the Noise Element in 1974, the State Office of Noise Control developed noise compatibility guidelines that could be used in Noise Elements. These guidelines are presented in Table IV.G.1).

- Wherever feasible, any new or expanded major trafficway should either (a) be routed through those areas containing land uses which can tolerate its anticipated future noise impact or (b) incorporate special design features or traffic controls which will effectively offset this impact.

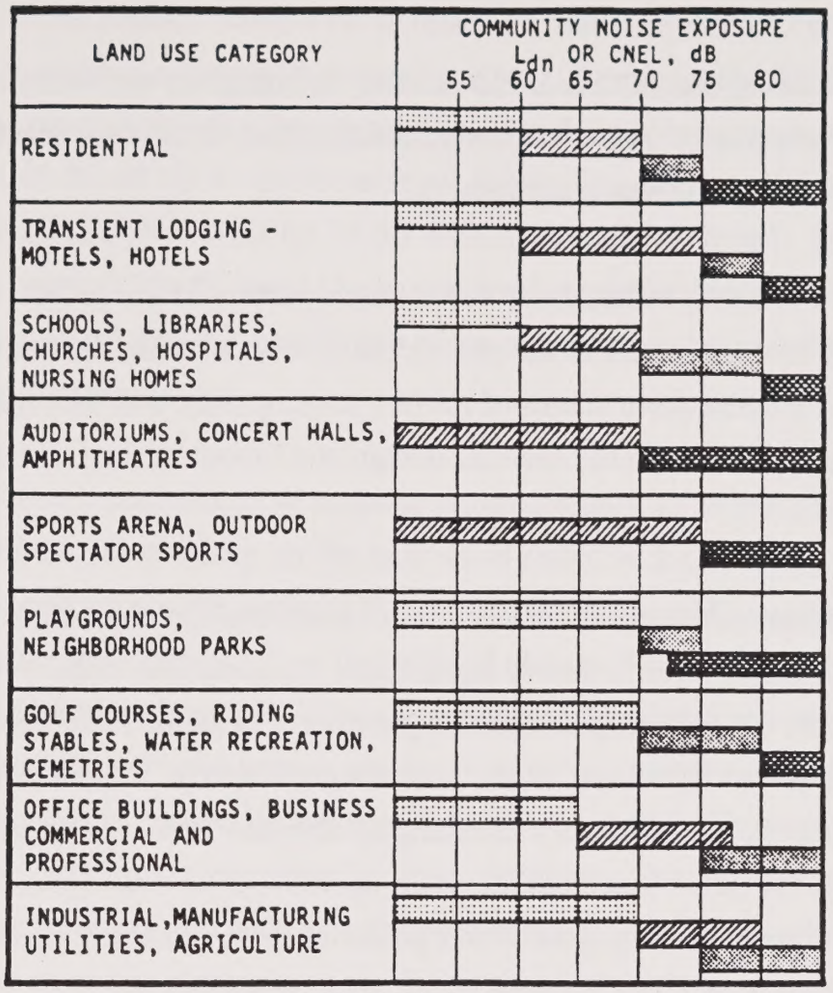
- Along existing surface transportation routes, the noise from which is seriously affecting nearby noise-sensitive land uses, where a continuation of excessive noise levels is likely for the near future, vigorous and systematic noise reduction efforts should be made through such means as special barriers or traffic controls.

- Residential areas should be protected from activities which produce excessive noise, dirt, or odors or generate heavy traffic.

- Commercial areas should be developed in such a manner that they do not harm adjacent residential areas.

Sensitive Receptors

Sensitive noise receptors are considered to be uses including hospitals, schools, parks/playgrounds, and residences. There are two multiple-family residential buildings located on the north side of 20th Street approximately 50 to 60 feet north of the project site. The Hotel San Pablo (at San Pablo Avenue and 20th Street), which is currently vacant due to earthquake damage, and Bauer Apartments (at Broadway and 19th Street) are residential uses also located adjacent to the project site. These residential uses are as close as 75 to 100 feet west and east, respectively, of the project site.



INTERPRETATION

NORMALLY ACCEPTABLE
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.

NORMALLY UNACCEPTABLE
New construction or development should be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE
New construction or development clearly should not be undertaken.

SOURCE: California Department of Health Services, Office of Noise Control, 1976

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Table IV.G.1
Land Use Compatability Guidelines
for Exterior Community Noise

IMPACTS AND MITIGATION MEASURES

Impact IV.G.1: During demolition of the existing buildings on the western portion of the project site and subsequent project construction, short-term noise increases would result from the operation of heavy equipment.

The demolition of existing buildings on the western portion of the project site would result an increase in noise levels in the site vicinity. Construction-related impacts that would occur during subsequent stages of project development will be evaluated in detail in the Stage 2 EIR when the specific design and layout of the Oakland-East Bay Galleria are known.

In general, demolition and project construction would result in short-term noise increases due to the operation of heavy equipment. Construction noise sources range from about 78 to 81 dB for compressors and generators to about 90 to 110 dB for peak noise from a pile driver (measured at 50 feet from the source). The rate of attenuation is about three decibels (dB) for every doubling of distance from a point source. The near-field noise level (at 50 feet from the noise source) for several types of typical demolition and construction equipment and potential noise attenuation are presented in Table IV.G.2.

TABLE IV.G.2: TYPICAL NOISE LEVELS FROM DEMOLITION AND CONSTRUCTION EQUIPMENT /a/

Equipment	Near-Field Noise (dB)	With Feasible Noise Control
Jackhammer	88	75
Scraper	88	80
Backhoe	85	75
Crane	83	75
Loader	79	75
Generator	78	75
Saw	78	75

/a/ At 50 feet from the noise source.
/b/ Estimated levels obtainable by selecting quieter procedures or machines and implementing noise-control features requiring no major redesign or extreme cost (U.S. Environmental Protection Agency, 1971).

Such noise peaks could result in temporary disturbance (e.g., speech interference) at adjacent uses if the interior noise level is raised so that it exceeds 45 dB. The highest noise level that permits relaxed conversation with 100 percent intelligibility throughout the room is 45 dB. People tend to raise their voices when the background noise exceeds 45-50 dB (U.S. Environmental Protection Agency, 1974). A typical building can reduce noise levels by 25 dB with the windows closed. Therefore, an exterior noise level of 70 dB should be maintained at residences in order to maintain an interior level of 45 dB; this could only be on a temporary basis in most cases since windows must remain closed.

Adjacent residences are located as close as approximately 75 to 100 feet from the project boundaries. Depending on the individual street width, existing retail and office uses located across the street (adjacent to the site) would be subject to noise levels about three decibels less than those listed above. The demolition impacts would be considered temporary. Although construction-related noise impacts also are typically considered to be temporary impacts, the magnitude of this project would result in a longer construction period than typically expected. However, it is anticipated that existing development located adjacent to one portion of the project site would only be subject to such construction-related noise levels when construction activities occur near that particular area. More detailed analysis of these potential impacts will be completed in the Stage 2 EIR when more specific project information (e.g., site design and layout, construction phasing and schedule) is developed.

Mitigation Measures IV.G.1.

To minimize construction-related noise, standard mitigation measures that could be required for this project include the following:

(a) Limit the operation of heavy equipment to the daytime working hours (8:00 a.m. to 5:00 p.m., Monday through Friday) to minimize potential disturbance of adjacent residents. Locate stationary noise sources as far from adjacent residences as possible. If they must be located near any residences, adequately muffle and enclose them within temporary sheds, if possible.

(b) Use noise control techniques (improved mufflers, equipment redesign, use of silencers, ducts, and mufflers) in construction equipment to minimize construction noise impacts.

(c) Minimize construction noise by requiring the project contractors to agree to the following measures:

- Use of state-of-the-art muffling techniques and equipment;
- Selection of quieter procedures such as drilling rather than using impact equipment;
- Use of quiet machines;
- Elimination of unnecessary idling of equipment; and
- Avoid simultaneous operation of different pieces of noise-producing equipment.

Impact IV.G.2: Traffic generated by the project would increase traffic noise along roadways located on and off the site.

Traffic increases due to the project would result in noise increases along all streets on the site as well as those immediately surrounding the site and providing access to the site. Potential incremental noise increases on each roadway due to development of the proposed project cannot be determined until an analysis of traffic distribution is completed. The traffic distribution analysis will be completed as part of the Stage 2 EIR when more detailed project information is available.

Mitigation Measure IV.G.2.

Consider existing and recommended Noise Element policies (b) through (e) during the design phase of the project. These policies relate to designing project accesses so that the primary access roads selected for the project contain land uses that can tolerate the anticipated future noise impacts and protecting residential areas from construction and traffic noise.

Impact IV.G.3: Activities associated with proposed commercial and office uses would generate noise in the site vicinity.

Residents located directly across the street from the project site would be subject to higher noise levels generated by proposed activities on-site. Noise from the proposed development would include activities associated with proposed commercial development (particularly loading and unloading activities), such as delivery trucks, parking cars, garbage trucks and refuse bins. Other sources of noise could include refrigeration, air conditioning and heating units as well as compressors, transformers,

and trash compactors. In addition, use of blowers or sweeping machines and other equipment associated with site maintenance would also be a source of on-site noise.

Potential noise conflicts with adjacent residential uses could result from passing large delivery trucks, idling trucks, and loading activities. Although such activities already occur on streets in the site vicinity, the level of such activities would be expected to increase with project development. If any deliveries were allowed during the early morning hours (before 7:00 a.m.), they could awaken nearby residents. Slowly passing trucks typically generate maximum noise levels of 70 to 75 dBA at 100 feet. Idling trucks can generate maximum noise levels of 60 to 65 dBA at 100 feet. Noise levels due to loading activities are variable, but typically do not exceed 60 dBA at 100 feet. As indicated in the construction impacts discussion above, the maximum level that permits relaxed conversation with 100 percent intelligibility throughout the room is 45 dBA. The potential for noise impacts due to these noise sources would depend upon the physical configuration of the loading and delivery areas, whether early morning loading would occur, and whether shielding of sensitive uses would be provided by depressed loading areas or property line barriers. Such potential effects will be evaluated in the Stage 2 EIR when the project site design and layout is developed.

Depending on parking lot locations, the potential for noise disturbance at existing residences across the street would also be affected by the locations of parking lots. Noise associated with parking cars could disturb these residents. The potential for disturbance due to solid waste collection activities would depend upon the time of waste collection (daytime versus nighttime/early morning hours) and the location of refuse bins within the project site. Since only retail and office uses are proposed at the site, noise from parking cars would primarily be generated during the daytime working hours.

Potential noise impacts could result from the operation of heating, ventilation, refrigeration and air conditioning system fans and compressors, transformers, other cooling fans, use of blowers or sweeping machines and other equipment associated with site maintenance. Noise from fans can typically exceed 50 dBA (L_{eq}) at 200 feet. Whether such sources would exceed State noise guidelines would depend upon system and equipment designs, their locations with respect to adjacent uses, and the time of day this equipment is operated.

Mitigation Measure IV.G.3.

Consider existing residential uses in the site vicinity when designing and locating project-related noise-generating facilities (e.g., above grade parking garages, loading docks, fans, refrigeration units, air conditioning and heating units, compressors, transformers, and trash compactors, etc.). Typical design measures that could be incorporated into this project include:

- Depressing or shielding loading areas to minimize potential noise increases due to loading activities, or locating these areas away from residential uses;
- Prohibiting truck deliveries during the nighttime hours (between 10:00 p.m. and 7:00 a.m.) and not allowing trucks to idle in the service driveway and loading areas/docks;
- Locating solid waste disposal and collection areas as far from existing residential areas as possible to minimize the potential for disturbance; and
- Locating cooling fans or any fixed-equipment away from nearby or adjacent residential uses or providing a solid barrier on at least three sides of the noise-generating equipment (the sides facing residential areas).

Impact IV.G.4: On the basis of limited available noise data for the site vicinity, it appears that proposed uses would be considered compatible with existing noise levels.

The proposed project would involve development of retail commercial and office uses. According to the State noise guidelines (see Table IV.G.1), noise levels of up to 65 dBA (L_{dn} or CNEL) are considered "clearly acceptable" for retail commercial and office uses while levels up to 75 dBA are classified as "normally acceptable." Noise levels at the site appear to be acceptable for all retail commercial and office uses. However, more detailed noise analysis and monitoring will be required as part of the Stage 2 EIR when more detailed information on project design is available.

Mitigation Measure IV.G.4.

The need for mitigation would be subject to results of more detailed on-site noise analysis and monitoring to be completed as part of the Stage 2 EIR.

Impact IV.G.5: Development of the proposed project in conjunction with other proposed/planned development in the downtown area would result in cumulative traffic and associated noise increases.

Noise levels along local roadways would be expected to increase with cumulative traffic increases. However, potential noise increases along local roadways would be limited ultimately by decreases in travel speeds that would result as traffic volumes approach roadway capacities.

Mitigation Measure IV.G.5.

None warranted.

REFERENCES

California Department of Health Services, Office of Noise Control, *State Noise Guidelines*, 1976.

City of Oakland, *Draft Supplemental Environmental Impact Report for the Hotel Two/Parking Garage Project*, April 1990.

U.S. Environmental Protection Agency, *Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety (Condensed Version)*, 1974.

U.S. Environmental Protection Agency, *Noise from Construction Equipment and Operations, Building Equipment, and Home Appliances*, 1971.

U.S. General Services Administration, Region 9, Federal Building, *Environmental Impact Statement*, Oakland, California, August 1988.

H. ENERGY

SETTING

Existing Energy Consumption

Pacific Gas & Electric Company (PG&E) provides electric and natural gas service at the project site. Energy is consumed by the retail, office and residential land uses at the project site. In addition, current vehicular traffic generated by existing land uses at the project site consume vehicle fuel.

Energy Efficiency Standards

Energy consumption of new buildings in California is regulated by the State Building Energy Efficiency Standards, embodied in Title 24 of the California Code of Regulations. The efficiency standards apply to new construction of both residential and non-residential buildings, and regulate energy consumed for heating, cooling, ventilation, water heating and lighting.

Compliance with Title 24 can be achieved through either a "performance" or a "prescriptive" approach. In the performance compliance approach, a building must be designed to consume no more energy than specified in the appropriate energy "budget." The energy budget is based on building type and size, and the climatic zone in which it is located. In the prescriptive compliance approach, a building must comply with design requirements that have been determined to achieve building designs that meet the applicable energy budgets. In this approach, the builder can choose from a variety of alternative component packages that specify features such as insulation, glazing, lighting, shading, and water and space heating systems. In addition, certain mandatory requirements must be fulfilled under both compliance approaches.

IMPACTS AND MITIGATION MEASURES

Impact IV.H.1: Demoltion of the existing buildings on the western portion of the project site would require an initial, one-time investment of energy.

The one-time investment of energy during demolition of the existing buildings on the western portion of the project site is not considered to be significant.

Mitigation Measure IV.H.1.

None warranted.

Impact IV.H.2: Demolition of existing buildings on the eastern portion of the project site and construction of new buildings would require an initial, one-time investment of energy.

The project would consume energy in the form of equipment operation and vehicle fuel during the demolition of existing buildings on the eastern portion of the project site and construction of new buildings. However, given the long-term nature of the project, the energy use associated with construction would not be considered significant.

Final design of the project, including which buildings on the eastern portion of the project site are to be demolished and the construction techniques to be used for building the project, is needed before any determination regarding the amount of energy used is made. A more detailed discussion of energy consumption during the demolition and construction phase of the project will be provided in the Stage 2 EIR.

Mitigation Measure IV.H.2.

None warranted.

Impact IV.H.3: The project would result in an increase in the amount of energy consumed at the project site.

Operation of the retail center and project-related motor vehicle trips would consume energy throughout the life of the project. Thus, the energy increase is primarily associated with the increase in electricity, natural gas and vehicle fuel.

Final design of the project is needed before any determination regarding the amount of energy used is made. A more detailed discussion of energy consumption during operation of the project will be provided in the Stage 2 EIR.

Mitigation Measures IV.H.3.

(a) Design new buildings to include energy conservation measures for heating and cooling the building over the lifetime of the project.

(b) Implement a Transportation Systems Management Program to reduce the number of single-occupant vehicles and therefore reduce overall energy consumption.

(c) Incorporate feasible energy conservation measures into project design.

(d) The following measures could be adopted singly or in combination to help the project comply with Title 24:

- Finish exterior walls with light colored materials with high emissivity characteristics to reduce cooling loads. Finish interior walls with light-colored materials, except where dark colors are preferable for aesthetic effect, to reflect more light and thus increase lighting efficiency.

- Design window systems, or use other means, to reduce thermal gain and loss, reducing cooling loads during warm weather and heating loads during cool weather. Given Oakland's mild climate, the provision of operable windows wherever possible could substantially reduce the need for mechanical space conditioning.

- Limit remodeled or new office lighting loads to an average of about 2.3 watts per square foot of conditioned floor area.

- Install fluorescent and high-intensity-discharge (HID) lamps, which give the highest light output per watt of electricity consumed, wherever possible.

- Install occupant-controlled light switches and thermostats to permit individual adjustment of lighting, heating, and cooling, thus avoiding unnecessary energy consumption.

REFERENCES

California Code of Regulations, Title 20, Chapter 2, Subchapter 4, Article 1 (Enforcement of Title 24 standards).

California Code of Regulations, Title 24, Part 2, Chapter 2-53 (State Building Energy Efficiency Standards).

I. PUBLIC HEALTH AND SAFETY

SETTING

This section provides an overview of public health and safety factors for the project site, a summary of the regulations pertaining to the management of soils and groundwater containing hazardous materials, a description of information sources for this report, a listing of current and past land uses that have been or could have been sources of contamination in the area, and a brief discussion of any reported or potential contamination at the project site.

Background

The project site currently includes parking areas and structures, retail outlets, and several small industries. Since the 1920s, a variety of industrial and commercial businesses have occupied the project site and the surrounding neighborhood. As a result, storage, use and disposal of hazardous materials from past and current activities could have contaminated soils and groundwater at the site. Development of the property could uncover such materials.

Certain chemical and physical properties of a substance may cause it to be considered hazardous. As defined in California Code of Regulations (CCR), Title 22, Section 66084, a "hazardous material" is a substance that poses a substantial hazard to human health or the environment when improperly handled, stored, disposed, or otherwise managed. Under state law, hazardous properties are grouped into four general categories: toxic, ignitable, corrosive, and reactive (see Appendix IV.I.1). According to the California Health and Safety Code, Section 25124, a "hazardous waste" is any hazardous material that is abandoned, discarded, or in storage prior to recycling. For example, soil that is excavated from a site containing hazardous materials would be a hazardous waste if it exceeded specific CCR Title 22 criteria.

Environmental contaminants are not necessarily hazardous materials or hazardous wastes. For purposes of this EIR, soil or water is considered to be contaminated if it contains elevated (above-background) levels of a chemical substance, and if the resulting soil or water has the potential to cause human health effects or adversely affect the natural environment.

In general, if hazardous wastes are found at a project site, clean-up or other remediation of the site is required. Even if soil or groundwater at a contaminated site does not have the characteristics required to be defined as hazardous wastes, remediation of the site may be required by regulatory agencies. As described below, several regulatory agencies become involved in overseeing site remediation activities. Remediation requirements are determined on a case-by-case basis.

Hazardous Waste Regulatory Framework

Generation, storage, and handling of hazardous materials and wastes are regulated by various federal, state, and local laws and regulations aimed at the protection of public health and the environment.

Federal

The Environmental Protection Agency (EPA) is responsible for enforcing regulations at the federal level pertaining to hazardous materials and wastes. The primary federal hazardous materials and waste laws are contained in the Resource Conservation and Recovery Act of 1976 (RCRA), and in the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA). These laws require responsible parties to report any known hazardous waste contamination of soil or groundwater to the EPA. Any contamination that threatens public health or the environment must be remediated by the responsible party according to certain standards set by the EPA.

It should be noted that state and local agencies also would be involved. Reporting must include the California Department of Health Services, the San Francisco Bay Regional Water Quality Control Board, or the Alameda County Health Care Services Agency, depending on specific circumstances.

Federal statutes pertaining to hazardous materials and wastes are contained in the Code of Federal Regulations. The regulations contain specific guidelines for determining whether a waste is hazardous, based on either the source of generation or the properties of the waste. Determination of standards for remediation of soil and groundwater contamination is performed on a case-by-case basis. However, extensive federal guidance exists for determining acceptable levels of residual contaminants in soil and groundwater.

State

The EPA has delegated much of its regulatory authority to individual states whenever adequate state regulatory programs exist. The Toxic Substance Control Division of the California Department of Health Services (DHS) enforces hazardous materials and waste regulations in California, in conjunction with the EPA.

California hazardous materials and waste laws incorporate federal standards, but are stricter in many respects. For example, the California Hazardous Waste Control Law (HWCL), the state equivalent of the RCRA, contains a much broader definition of hazardous materials and waste. Some substances not considered hazardous under federal law are considered hazardous under state law. In addition, the California Hazardous Substance Account Act, essentially the equivalent of the CERCLA, contains a provision for designation of state funds to clean up sites where private funding is unobtainable. State hazardous materials and waste laws are contained in CCR Titles 22 and 26.

Regulations implementing the HWCL list 791 hazardous chemicals and 20 to 30 relatively common materials that may be hazardous; establish criteria for identifying, packaging, and labeling hazardous wastes; prescribe management of hazardous wastes; establish permit requirements for hazardous waste treatment, storage, disposal, and transportation; and identify hazardous wastes that cannot be disposed of in landfills.

When hazardous waste is transported for treatment or disposal, hazardous waste "manifests" must be prepared and retained by the generator for a minimum of three years. A hazardous waste manifest lists a description of the waste, its intended destination, and regulatory information about the waste. A copy of each manifest must be filed with the DHS. The generator must match copies of hazardous waste manifests with receipts from the treatment / disposal / recycling facility.

The project site is located within the jurisdiction of the San Francisco Bay Regional Water Quality Control Board (RWQCB). The RWQCB is authorized by the State Water Resources Control Board to enforce the provisions of the Porter-Cologne Water Quality Control Act of 1969, which incorporates federal water protection laws. That Act gives the RWQCB authority to require groundwater investigations when the quality of the groundwaters or surface waters of the state have been or could be threatened, and to remediate the site if necessary.

For sites requiring remediation, the level of site cleanup is determined on a case-by-case basis. The DHS, the RWQCB, or a local agency could act as the lead agency in site investigations and remediation projects. The state determines the level and extent of required clean-up, based on the specific site conditions and surrounding

land uses. Further, state clean-up standards can be more restrictive than federal standards; both state and federal standards are used to determine clean-up levels. Clean-up standards employed by the RWQCB can be more stringent than those used by the EPA or the DHS, and are region-specific (RWQCB). Additionally, if soils containing hazardous materials are excavated, the Bay Area Air Quality Management District (BAAQMD) may impose specific requirements on such activities to protect ambient air quality from dust or airborne contaminants. BAAQMD requirements would also cover asbestos abatement during building demolition (BAAQMD).

Local

Within the Alameda County Health Care Services Agency, the Department of Environmental Health oversees cleanup of contaminated soil at hazardous waste sites. At sites where contamination is suspected or known to occur, a site investigation (i.e., an environmental site assessment) is conducted. For this project, Woodward-Clyde Consultants is preparing an environmental site assessment under a contract with the Redevelopment Agency. The pre-project site investigation is not required by local ordinance but is recommended by the county; if contamination were to be discovered during excavation, the project would be halted for an indefinite time while further studies were conducted.

The environmental site assessment and the consultant's recommendations for site remediation are submitted to the entity contracting for the assessment, which in turn submits the report to the Department of Environmental Health for review and approval. If groundwater contamination is present at the site, the RWQCB also reviews the environmental site assessment and remediation plans. Both of these agencies have approval authority over site cleanup activities and can require additional or more stringent remediation measures. In Oakland, the City's Office of Public Works is apprised of site investigations and cleanup activities; however, it does not assume any regulatory responsibility from the county of the RWQCB.

Site remediation or development may be subject to regulation by other agencies. For example, discharge of contaminated groundwater to the stormwater/sewer collection system necessitated by site dewatering during construction or by other reason could require a permit from the Office of Public Works and the East Bay Municipal Utility District.

Also, the Oakland Fire Prevention Bureau issues permits for storage of flammable liquids and other hazardous materials, and for installation of underground storage tanks (USTs). In addition, a Hazardous Materials Management Plan must be prepared by businesses that use or store hazardous materials.

For removal of USTs, both the County Department of Environmental Health and the Oakland Fire Department become involved. A closure plan for UST removal must be prepared by the applicant and submitted to the county agency. Upon approval of the UST closure plan by that agency, the Fire Department will issue a permit for removal.

Worker Safety Requirements

Properties found to be contaminated are subject to special worker safety requirements to protect construction workers during demolition and excavation, and to protect site investigation and cleanup workers who are performing site studies or site remediation activities. In both instances, site safety plans would be mandatory as required by federal and state Occupational Safety and Health Administration (OSHA) requirements. Such site safety plans typically include provisions for safety training, safety equipment, accident and illness prevention programs, hazardous substance exposure warnings, and emergency response and fire prevention plan preparation.

The California Occupational Safety and Health Administration (Cal/OSHA) and the Federal Occupational Safety and Health Administration (Fed/OSHA) are the agencies responsible for assuring worker safety in the handling and use of chemicals in the workplace. Pursuant to the Occupational Safety and Health Act of 1970, Fed/OSHA has adopted numerous regulations pertaining to worker safety, contained in the Code of Federal Regulations Title 29 (29 CFR). These regulations set standards for safe workplaces and work practices, including standards relating to hazardous material handling. Cal/OSHA assumes primary responsibility for developing and enforcing state workplace safety regulations. Cal/OSHA standards are generally more stringent than federal regulations. (Because California has a federally approved OSHA program, it is required to adopt regulations that are at least as stringent as those found in 29 CFR.)

Cal/OSHA regulations concerning the use of hazardous materials in the workplace, as detailed in Title 8 of the California Code of Regulations, include requirements for safety training, availability of safety equipment, accident and illness prevention programs, hazardous substance exposure warnings, and emergency action and fire prevention plan preparation. Cal/OSHA enforces hazard communication program regulations that contain training and information requirements, including procedures for identifying and labeling hazardous substances, communicating hazard information related to hazardous substances and their handling, and preparation of health and safety plans to protect workers and employees at hazardous waste sites. The hazard communication program requires that Material Safety Data Sheets be available to employees and that employee information and training programs be documented.

Information Sources

Woodward-Clyde Consultants is in the process of assessing the potential for soil and groundwater contamination and asbestos-containing building materials at the project site. When completed, this two-phase environmental site assessment will include:

- review of preliminary background data for the project site and parcels;
- reconnaissance of the project site and parcels;
- review of the history of the project site and parcels;
- recommendations on the location and number of soil borings and groundwater monitoring wells to be installed;
- recommendation for an analytical testing program for soil and groundwater samples;
- implementation of a site investigation and testing program that includes groundwater monitoring wells and soil boreholes, analytical laboratory testing, and preparation of groundwater contour contamination and profile maps;
- an asbestos survey;
- a soil testing program; and
- a final report that discusses the studies performed and the results of those studies.

Site Uses and Potential Sources of Contamination

Uses of the property included, among others, mixed industrial and commercial activities dating from the early 1900s. Over the years, contamination of site soil or groundwater could have occurred due to material spills, leaks, carelessness, accidents, or poor waste handling processes. Potential concerns at the project site include: contamination from automotive service and repair; use of underground storage tanks; printing, dyeing, dry cleaning, photography and painting shops; and chemical laboratories. Also, current businesses in the project site could store and use hazardous materials; however, an inventory of hazardous materials stored in the area has not been prepared.

Table IV.I.1 lists current and previous commercial and industrial uses at the project site and their associated potential contaminants. It should be noted that uses and potential contaminants noted in Table IV.I.1 might not represent all potential sources of contamination, and some remediation may have already occurred. Other potential sources of contamination exist in the vicinity, including a PG&E substation, and possibly, underground storage tanks at Fire Station No. 1 and at the parking garages. Also, two abandoned 8,000-gallon USTs remain in place at Emporium Capwell.

Much of the soil and groundwater contamination found in industrial and commercial areas in the state can be attributed to leaking USTs. Storage of hazardous materials such as gasoline or diesel fuel below ground reduces potential fire hazards; however, if a tank leaks, the escaping contents will contaminate soil adjacent to the leak. If not detected, contaminants from a leaking UST could migrate through the soil and reach the groundwater.

In addition, asbestos-containing building materials (ACBM) were used prior to the mid-1970s, and therefore, some of the older buildings on the project site might contain ACBM. The actual presence of asbestos in the buildings is unknown at present; however, the phased environmental site assessment will include asbestos surveys.

TABLE IV.I.1 POTENTIAL CONTAMINANTS BY USE CATEGORY AT THE PROJECT SITE

Current and Previous Uses	Potential Contaminants
Auto parking, garages, repair, painting, batteries	Gasoline, diesel, waste oil, aromatic volatile organics, heavy metals
Service stations	Gasoline, diesel, waste oil, aromatic volatile organics, solvents
Tire manufacturing	Halogenated volatile organics, polynuclear aromatic hydrocarbons, phenols
Sign painting	Heavy metals, solvents
Dyeing	Heavy metals, solvents
Multigraphing, printing	Heavy metals, oil, solvents
Paint manufacturing	Heavy metals, solvents
Appliance repair	Heavy metals
Chemical laboratory	Miscellaneous
Dry cleaning	Solvents
Insecticide manufacturing	Pesticides, herbicides
Photographic processing	Heavy metals, solvents
Metal works	Heavy metals, solvents

Source: Geo/Resource Consultants, Inc., 1990.

IMPACTS AND MITIGATION MEASURES

Impact IV.I.1: The environmental site assessment will identify hazardous materials or wastes, if any, at the project site. Typically, hazardous waste-related impacts from redevelopment of an urban area such as the project site are related almost entirely to demolition of old structures and/or excavation and disposal of contaminated soils or groundwater.

Activities that could result in discovery and exposure of contaminated soils, groundwater or building materials are summarized in Table IV.I.2. Each of these activities could involve exposure of workers, the public, and/or the environment to contaminated soils, groundwater, soil gases, or building materials. Depending on specific locations within the project site, the chemical substances that could be encountered would vary. Gases and/or unsupressed dust generated during construction activities could also affect the public and the environment in the site vicinity.

Specific project impacts of demolition, excavation, site preparation, and site remediation activities are discussed below.

Health and Safety

Contaminated soil or groundwater, building materials, or leaking or intact USTs may be encountered at the project site. As to the risk to health or safety posed by the presence of such materials at the project site, only an appropriate risk assessment could determine the actual risk posed, if any.

Soil and Groundwater

Soil or groundwater may be contaminated by chemical wastes from current or historic land use. Available information about potential contamination has been described previously under "Setting".

TABLE IV.I.2: GENERAL IMPACTS OF PROJECT ACTIVITIES

Project Activity	Potentially Contaminated Materials	Potential Impacts
Building demolition	Asbestos-containing building materials, soil	Health of workers and/or public
Excavation and site preparation	Soil gases, soil, groundwater	Health of workers, public, and/or environment
Site investigation	Soil, groundwater	Health of workers and/or public
Dewatering	Groundwater	Health of workers, public, and/or environment
Underground storage tank closure	Tank, vapor, soil	Health and safety of workers and/or public
Site remediation	Soil gases, soil, groundwater	Health of workers, public, and/or environment

Source: Environmental Science Associates, Inc.

Building Materials

Asbestos-containing building materials may be present in older structures on the project site. Asbestos is a naturally occurring fibrous material used as a fireproofing and insulating agent in buildings constructed prior to the 1970s. Its use was phased out by the EPA during the 1970s because it was discovered to cause lung diseases in persons exposed to airborne fibers. Because it was widely used prior to the discovery of its health effects, asbestos may be found in walls, ceiling, floor tiles, and building coating materials. The general definition of asbestos-containing materials includes all construction materials that contain more than 0.1% asbestos by weight (U.S. EPA, 1985).

Underground Storage Tanks

There may be petroleum contamination from fuel spills or leaking underground storage tanks. USTs are known to be present on the site. Other undocumented USTs might also be present. A previously undiscovered UST, uncovered or disturbed during excavation, could threaten the health and safety of site workers, since the contents of USTs are often hazardous. Fuel vapors can irritate the eyes and respiratory system. Fuels such as gasoline and diesel also are flammable and would pose a potential fire hazard if present in the storage containers. A leaking UST could pose additional threats to groundwater resources and the environment, and could pose a possible explosive hazard as well. Cleanup criteria are site specific and variable, but the Regional Water Quality Control Board generally requires cleanup of petroleum hydrocarbons found at concentrations above 100 mg/kg for this type of site (State of California, 1989). More stringent standards might apply. Information on potential contamination has been described previously under "Setting".

Site Remediation

On the project site, remediation might be required for both soils and groundwater. Such site remediation would be guided by a Site Mitigation Plan; such a plan generally includes, as a minimum, the following: proposed methods of treating hazardous soils in a manner that would render them nonhazardous or otherwise protect public health and safety; plans for final disposal of soils, treated or otherwise; and procedures for handling, testing, treating, and disposing groundwater during dewatering.

The USTs that are known to exist would have to be closed in place or removed as part of the project. Closing USTs in place would cause minimal exposure of workers and the public to potential hazards. However, a UST left in the ground could present a long-term source of potential contamination to the environment. The risks would be minimized by following required procedures for UST cleaning and removal. For the project site, both the Oakland Fire Department and County Department of Environmental Health would supervise UST removals and enforce appropriate safety procedures and soil sampling and testing provisions. Removal of a tank would be done under the guidance of those agencies, as required by law.

Site remediation measures, in themselves, could have impacts. During site remediation, workers, and possibly the public, could be exposed to chemical compounds in soils, soil gases, or groundwater. The public and the environment could be exposed to airborne chemical compounds migrating from a site under remediation. Removal of USTs might pose both health and safety risks, such as exposure of workers, tank handling personnel, and the public, to tank contents or vapors. Accidents during transportation of contaminated soils and/or groundwater could lead to exposure of the public and the environment to chemical compounds. Moreover, exposure to hazardous materials could cause various short-term or long-term health effects. For particular substances, such health effects are described in standard references, such as *Patty's Industrial Hygiene and Toxicology* and *Handbook of Toxic and Hazardous Chemicals and Carcinogens* (Clayton and Clayton, 1982; Sittig, Marshall, 1986). Therefore, in any site remediation, worker and public health and safety requirements would be of paramount importance.

Potential impacts of remediation would be mitigated, in part, by applying legally required safety, hazardous waste handling, and transportation precautions. For hazardous waste workers, Fed/OSHA regulations mandate an initial 40-hour training course and subsequent annual training review. Also, site-specific training is required for some workers. Additionally, in review of mitigation plans by the responsible agency, procedures for protection of the public during remediation are checked. These measures, along with an application of clean-up standards, would serve to protect human health and the environment during site remediation, and thus minimize remediation impacts.

Often, additional site investigation is performed as part of site remediation. Site investigation generally includes collection of soil and/or groundwater samples at the site, transportation of the samples to an analytical laboratory, and subsequent analysis and reporting. Workers directly engaged in the sampling activity at the project site would face the greatest potential for exposure. The public could be exposed to contaminants if an accident were to occur during transportation, or if access to the project site was not controlled. However, because relatively small amounts of material would be collected as samples, exposure to potential hazards during site investigation would be limited, and associated impacts would be localized.

Mitigation Measures IV.I.1.

The measures below would mitigate potential project impacts due to the possible presence of hazardous wastes at the site. Phased environmental assessment is currently being conducted at the project site and will provide additional information on project site conditions for use in implementation of the proposed remediation measures.

Mitigations Required by Law

All Federal, state, or local regulations would be complied with including, but not limited to, the following:

(a) From the time that the pavement covering the site is disturbed until such time as the remedial activities are completed, federal and state OSHA safety requirements for hazardous waste sites would apply.

(b) Asbestos-containing materials in structures to be demolished would be controlled in accordance with Regulation 11, Rule 2 of the Bay Area Air Quality Management District.

(c) All handling and transportation of hazardous wastes would be done under manifest and restricted to persons with appropriate training and licensing.

(d) If treated groundwater were to be discharged to the public sewer, the Oakland Department of Public Works and the East Bay Municipal Utility District would be consulted in advance and necessary approvals would be obtained.

Mitigations Proposed as Part of the Project

(e) Prior to project start-up, a Site Mitigation Plan would be prepared by the entity conducting remediation (or its consultant) to address remediation of hazardous wastes at the project site. The Site Mitigation Plan would be submitted to the County Department of Environmental Health for review. If groundwater is contaminated, the Site Mitigation Plan would also be submitted to the RWQCB.

(f) Prior to any excavation, a geophysical tank-locating survey would be carried out to ascertain the location of any underground tanks in the area to be excavated. If USTs were determined to be present, the appropriate regulatory agencies would be consulted and the tanks would be removed in accordance with the applicable regulatory requirements.

(g) Appropriate Safety and Health plans for hazardous materials and waste operations would be prepared before site activities would proceed. Such Safety and Health plans, which would be applicable to all activities at the site prior to completion of site remediation, would establish policies and procedures to protect workers and the public from potential hazards posed by hazardous wastes. The plans would be prepared according to federal and California OSHA regulations for hazardous waste site Safety and Health plans; if such regulations are not adopted prior to initial site activities, National Institute for Occupational Safety and Health guidelines would be followed (U.S. Department of Health and Human Services, 1985). The site safety officer's log would be made available to the Oakland Office of Public Works for inspection.

(h) The site mitigation plan would involve a dust control program, to minimize potential public health impacts associated with exposure to contaminated soil dust.

(i) From the time that the current pavement covering the site is taken up until the time that all remedial activities have been completed, a buffer zone would be put in place around the contaminated area and site access would be restricted to necessary personnel. This would minimize impacts associated with accidental public access to the site.

(j) Reports (including sample locations, chain of custody forms, and laboratory analysis reports) of further site investigations (if any) would be sent to the Alameda County Department of Environmental Health.

(k) A report describing the remediation process in detail and certifying completion of remediation would be prepared by the Registered Environmental Assessor or registered engineer, and submitted to the Alameda County Department of Environmental Health. The report would include copies of hazardous waste transport manifests.

Impact IV.I.2: The project could contribute to cumulative impacts to the region's waste handling capacity.

If contaminated soil were to be removed from the site during project implementation, the project would contribute to the cumulative impact on the Bay Area region's waste handling capacity. It should be noted that treatment and disposal of hazardous wastes are issues of national significance and there are ongoing attempts at the Federal and state levels to address such issues. At the Federal level, the RCRA Hazardous and Solid Waste Amendments of 1984 (the "land ban") prohibit the land disposal of untreated wastes as of May, 1990. The law states that if there is insufficient treatment capacity nationwide, the ban date may be extended for up to two years. Also, the EPA currently has promulgated treatment standards for the applicable hazardous wastes. Wastes that meet the standards are not subject to the prohibition and may be land disposed. In addition, the EPA may grant a petition to allow land disposal of an untreated waste at any specific site upon demonstration that no migration of any hazardous constituents can occur from the site (California Department of Health Services, 1988).

At the state level, the California Hazardous Waste Management Act of 1986, is similar to the Federal land ban law. It specifies that after May, 1990, hazardous wastes must be treated to adopted standards for disposal within the state. California law also encourages recycling and reuse, and allows shipment out-of-state for hazardous wastes that cannot meet treatment standards (California Department of Health Services, 1988).

Mitigation Measure IV.I.2.

The project sponsor would employ licensed brokers or registered hazardous waste treatment engineers to handle its hazardous waste disposal needs, if any. Use of brokers or registered engineers would promote economical application of latest and best methods for waste handling of contaminated soils.

REFERENCES

Bay Area Air Quality Management District, Regulation 11, Rule 2, "Asbestos Demolition, Renovation and Manufacturing".

California Department of Health Services, "Land Disposal Restriction Newsletter," Toxic Substances Control Division, Alternative Technology Section, January, 1988.

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J. GEOLOGY, SOILS AND SEISMICITY

SETTING

The project site is located on the gently sloping plain that extends from the base of the Oakland-Berkeley Hills to the east shore of San Francisco Bay. Relief on the site is gradual, with elevations ranging from a little over 30 feet above mean sea level on the southwest side to a little under 20 feet above sea level on the north side. The site is about 500 feet west of Lake Merritt, a former inland estuary of the Bay with tidal flow now regulated by flood gates. The Piedmont Hills rise to the north and east of Lake Merritt. The Oakland-Alameda Estuary is located about one mile south of the project site. The estuary has been extensively graded and dredged for shipping port facilities.

The site is underlain by the Merritt Sand, a Quaternary unit consisting primarily of sand with some clayey sand and clay. The Merritt Sand underlies much of west Oakland and Alameda and reaches a maximum thickness of about 65 feet. The Merritt Sand may be thinner than 65 feet in the site vicinity. The Merritt Sand is weak and friable. In open cuts it must be supported or else the material tends to slump to the natural angle of repose of loose, dry sand. Where confined, the material has generally good foundation bearing strength.

The Merritt Sand is underlain by the San Antonio Formation, which consists of unconsolidated clay, silt, sand and gravel of Quaternary age. The San Antonio Formation underlies much of the alluvial plain in the Oakland area and reaches a thickness of several hundred feet. The thickness of the San Antonio Formation at the project site is probably more than 200 feet. Where confined, the bearing strength of the San Antonio Formation is generally suitable for light structures. Clays in the formation may be compressible under heavy loads. The material may be unstable on steep slopes or open cuts.

Consolidated bedrock of the Franciscan Formation lies at a depth probably in excess of 200 feet at the project site. The Franciscan Formation consists of a highly sheared assemblage of sandstone, greenstone, shale, chert, and intruded ultramafic rocks.

Groundwater levels are probably within 30 feet of the ground surface and may be considerably higher, particularly during periods of high precipitation. Groundwater at a site about two blocks east of the project area was measured at 23 feet below the ground surface in July of 1984.

The natural materials underlying the project site are probably overlain by various fill materials in some areas. Based on existing geologic mapping, known artificial fill extends into the northeast corner of the site (Radbruch, 1969). This material was probably placed to fill a topographic low that was originally a shallow arm of Lake Merritt. The nature of this fill is unknown. Other fill may have been placed during earlier grading and construction of older buildings in other parts of the site. In general, this fill is not likely to be extensive. Some of the fill may contain debris, and there may be old foundations and filled basement excavations on the site. The extent and nature of fill within the site vicinity is unknown.

The site lies in a seismically active region of the earth's crust and is subject to the effects of strong earthquakes on major active faults in the region. The nearest known active fault is the Hayward fault, located about 3.2 miles east of the site. Other major active faults include the San Andreas fault, about 15.8 miles to the west; the Calaveras fault, about 15.5 miles to the east; the Concord fault, about 16.8 miles to the northeast; the Green Valley fault, about 21.5 miles to the northeast; the Rogers Creek fault, about 26.5 miles to the north; and a number of other potentially active faults.

A number of strong earthquakes have occurred in the region and have caused damage in the site vicinity. The most recent strong earthquake was the Loma Prieta earthquake of October 17, 1989. The epicenter of this earthquake, which registered a Richter magnitude of 7.1, was more than 60 miles from the site yet seriously damaged a number of structures in downtown Oakland. A relatively strong peak ground acceleration of 0.26g (26 percent of the acceleration of gravity) was recorded in the Lake Merritt area (CDMG, 1989).

Two earthquakes of about Richter magnitude 7 have occurred on the Hayward fault in historic time, one in 1836 and the other in 1868. Because the epicenters of these earthquakes were considerably closer to Oakland than that of the Loma Prieta earthquake, it is likely that ground motion in Oakland was stronger. Peak ground

accelerations in excess of 0.60g were measured close to the epicenter of the Loma Prieta earthquake. It is likely that similar levels of ground movement could be experienced in Oakland during a strong earthquake on the Hayward fault.

The other major historic earthquake was the San Francisco earthquake on the San Andreas fault in 1906. This earthquake also caused strong ground shaking and considerable damage in the East Bay. There have been numerous smaller earthquakes that have caused minor damage in the area.

As a result of the Loma Prieta earthquake in October, 1989, both the State of California and the City of Oakland passed legislation designed to assess the affects of a natural disaster on a historic structure and provide a course of action for demolishing the structure if it represents a public health hazard. Section 5028 of the Public Resources Code states:

> No structure that is listed on the National Register of Historic Places, on the California Register of Historic Places, or on any local public register of historic places, and that has been damaged due to a natural disaster, including, but not limited to, an earthquake, fire, or flood may be demolished, destroyed, or significantly altered, except for restoration to preserve or enhance its historical values, unless the structure presents an imminent threat to the public or bodily harm or of damage to adjacent property, or unless the State Office of Historic Preservation determines that the structure may be demolished, destroyed, or significantly altered.

Ordinance No. 11217 of the City of Oakland, which was passed on May 29, 1990, adopts permanent procedures and regulations for the repair and demolition of earthquake-damaged structures. The major purpose of the ordinance is to provide a just, equitable, expedient and practicable method whereby structures that are damaged by earthquake may be altered, repaired, restored, rehabilitated or demolished. The ordinance provides for Design Review and application of the State Historic Building Code standards to the alteration and repair of designated buildings.

IMPACTS AND MITIGATION MEASURES

Impact IV.J.1: The project site would be subject to strong earthquake shaking during the life of the project.

The Hayward fault, located about three miles from the site, is considered capable of generating earthquakes of Richter magnitude 7 or more and the San Andreas fault is considered capable of generating earthquakes in excess of Richter magnitude 8. Ground shaking at the site could be considerably stronger than that of the recent Loma Prieta earthquake if large earthquakes are generated on fault segments relatively close to the site.

There is a potential that some of the existing buildings on the site could suffer severe damage or collapse during a strong earthquake. New buildings could be seriously damaged as well if they are not built to resist the ground movements that could potentially occur. This is considered a significant impact.

Mitigation Measures IV.J.1.

(a) Inspect any existing buildings (by a structural engineer) that would be intended to remain as part of the project to determine if they meet current earthquake resistance standards. Buildings that do not meet earthquake resistance standards can potentially be reinforced with shear walls, bracing or other structural measures. Demolish buildings in which earthquake resistance mitigations are not feasible. However, this could result in either alterations to or demolition of historic buildings. Such action could jeopardize the status of a building that is or appears to be eligible for listing on the Register. Such buildings could be subject to both Section 5028 of the Public Resources Code and Ordinance No. 11217 of the City of Oakland.

(b) Construct all new buildings to meet current Oakland Building Code earthquake resistance standards.

Implementation of these measures would reduce this impact to a less-than-signficant level.

Impact IV.J.2: The project site would be subject to various types of ground failure as a result of strong earthquake shaking.

Seismically induced ground failure can potentially cause serious structural damage. Probably the most widespread and potentially damaging type of ground failure is soil liquefaction. Liquefaction is the temporary loss of shear strength in saturated, loose to medium-dense granular soils. It occurs when rapid compaction during earthquake

shaking causes pore water pressure to increase to a point that it equals the confining pressure of the soil. Liquefaction can cause serious building foundation failures and can also be accompanied by ground cracking and differential settlement. Significant ground cracking and differential settlement can also occur in weak soils or fill that have not undergone liquefaction. Another type of seismically induced ground failure that can occur on gentle slopes is lateral spreading.

In general, it appears that the native soils of the Merritt Sand that underlie most of the site would not be highly susceptible to seismically-induced ground failure because they are relatively dense. The properties of the fill that appears to underlie the northeast part of the site as well as other fill that may underlie other parts of the site are not known. More detailed analysis will be required in the Stage 2 EIR.

Mitigation Measure IV.J.2.

Conduct test borings and geotechnical analysis at all proposed building sites to identify any soils that may be subject to liquefaction or other types of seismically induced ground failures. Building foundations can be constructed to resist liquefaction or other ground failure in several ways. Among the measures that can be considered include removal and replacement of sensitive soils with compacted engineered fill, construction of deep foundations such as caissons or piers to gain support from below sensitive soils, and extra structural reinforcement to make buildings on sensitive soils more rigid. Retaining walls or subgrade basement walls may need extra structural reinforcement if located in areas subject to liquefaction.

Impact IV.J.3: The project site could be subject to fault rupture.

The potential of fault rupture of the ground surface is considered to be minimal because there are no known active faults on the site.

Mitigation Measure IV.J.3.

None warranted.

Impact IV.J.4: The project site could have weak soils that may not provide adequate foundation support.

Soft or medium stiff clayey soils, if present, may be compressible and subject to differential settlement. Weak or compressible foundation soils can cause settlement of buildings and structural damage if extensive.

In general, native soils of the Merritt Sand are expected to provide adequate foundation support for most structures; however, the nature and extent of surficial soils or fill is unknown. Some of the clays in the San Antonio Formation may be compressible. More detailed analysis will be required in the Stage 2 EIR.

Mitigation Measure IV.J.4.

Perform subsurface geotechnical investigations that include sufficient test boring data to determine engineering properties of foundation soils for proposed structures. If weak or compressible soils are encountered, develop geotechnical or structural measures to provide adequate support. Among the measures that may be considered are removal and replacement of weak soils with compacted, engineered fill, construction of deep foundations such as caissons or piers to derive support from stronger materials beneath the weak soils, or extra structural reinforcement of foundations. Other measures may be available depending on site conditions.

Impact IV.J.5: Construction and grading activities for new buildings at the project site could affect adjoining buildings and sites.

Open excavations for basements and foundations could remove lateral support from adjoining building foundations. Horizontal and vertical displacements could potentially take place in the direction of the open excavation, causing structural damage if extensive enough. Failure of open cuts could encroach upon adjoining sites as well as seriously impact on-site construction activities.

There is a potential that large structures may require driven pile foundations. Pile driving operations can cause significant vibrations that could potentially damage adjoining buildings. More detailed analysis will be required in the Stage 2 EIR.

Mitigation Measure IV.J.5.

In general, open excavations for new construction would most likely require shoring. The Merritt Sand, which appears to underlie most of the site, is known to be unstable in open cuts. Fill materials, if present, may also be unstable in open cuts. Deeper excavations may encounter groundwater that would reduce stability of open cuts. Where open cuts are planned adjacent to existing structures, evaluate the foundation support of the existing structure and determine the increment of foundation support lost by excavation of the open cut. Underpinning of adjoining foundations or shoring that may incorporate horizontal tie-backs may be required to provide adequate support. Shoring systems can potentially be incorporated into finished subgrade walls.

If pile driving operations are used, adjacent buildings should be monitored for vibrations. If excessive vibrations are detected during driving of test piles, the pile driving method may have to be modified or else other methods of foundation construction considered.

Impact IV.J.6: Buried debris from old foundations and buildings could adversely affect design and construction of foundations.

Large pieces of debris incorporated in fills beneath buildings can leave void spaces that could result in irregular differential settlement of building foundations. More detailed analysis will be required in the Stage 2 EIR.

Mitigation Measure IV.J.6.

Include identification of the extent of debris that could adversely affect structures in the geotechnical investigations at proposed building sites. Remove debris from the site. Import soil may be needed to fill depressions left after debris removal.

K. DRAINAGE AND WATER QUALITY

SETTING

Topography and Surface Water

The project site is located at the southwest edge of a small topographic swale. The ground surface slopes gently (approximate average 1% slope) to the northeast and east (Lake Merritt). Natural topography is obscured by existing development in the site vicinity. The project site lies between approximate elevations 20 and 30 feet, sea level datum (U.S. Geologic Survey, 1980).

Surface runoff is currently directed to the storm sewer system maintained by City of Oakland Office of Public Works. Storm sewer locations are documented in Public Works Department files (City of Oakland Public Works Department, 1988). Precipitation and surface drainage flows toward Telegraph Avenue from San Pablo Avenue and enters storm sewers beneath Telegraph Avenue. Short lengths of storm sewers also run from Broadway to Telegraph Avenue under 19th Street and from 19th Street to 20th Street under Broadway. From the project site, the storm sewers flow to the north-northeast and discharge to Lake Merritt. The surface water in Lake Merritt, which is considered a recreational and wildlife resource, is connected with San Francisco Bay via the Oakland Inner Harbor channel. Thus, Lake Merritt is a tidal water body.

Existing surface water runoff is expected to be characteristic of urban runoff, containing trace concentrations of petroleum hyrdocarbons, oil and grease, and metals.

Groundwater

The project site is on the northern Merritt Sand Outcrop subarea of the East Bay Plain (Alameda County Flood Control and Water Conservation District, 1990). Reports by consultants contained in the fuel leak files at the San Francisco Bay Regional Water Quality Control Board indicate that groundwater in the site vicinity occurs at approximate elevations of 10 to 20 feet above USGS sea level. Accordingly, groundwater may be expected at a depth of approximately 10 to 20 feet below ground

surface at the project site. At 1111 Broadway, five blocks south of the project site, groundwater was observed flowing to the north-northeast under a hydraulic gradient of 0.015 (measurements performed in 1988).

Shallow groundwater in the site vicinity is not known to be used for domestic or industrial consumption. It is likely that shallow groundwater associated with the site vicinity eventually discharges to San Francisco Bay or surface water bodies leading to the Bay.

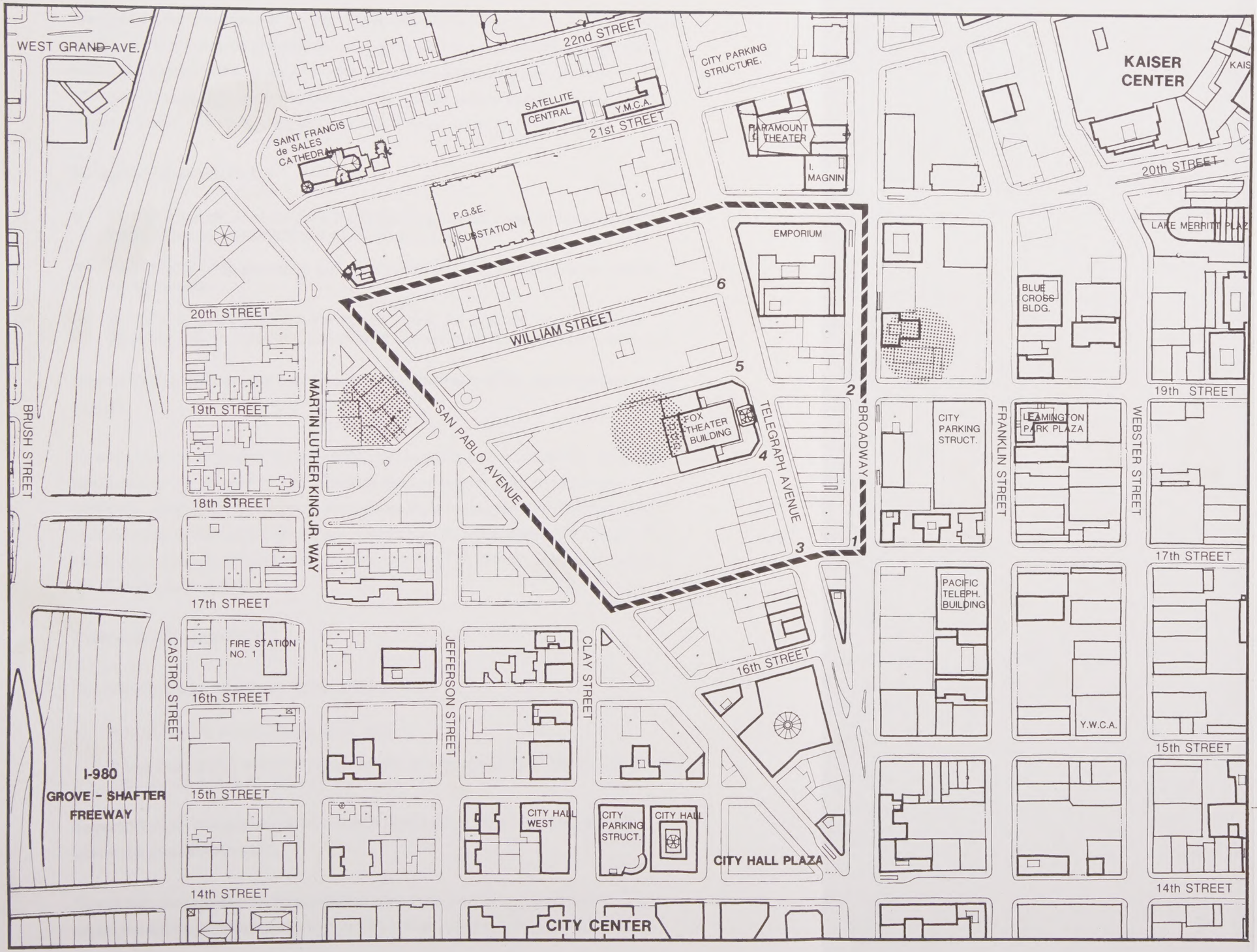
Groundwater quality in the shallow aquifers underlying the project site is anticipated to be somewhat saline due to saltwater intrusion and likely contaminated with petroleum hydrocarbons due to nearby fuel tank leaks and other chemical releases. Saltwater from San Francisco Bay is known to have intruded shallow aquifers in the Merritt Sand in Oakland (Alameda County Flood Control and Water Conservation District, 1990). Shown on Figure IV.K.1 are the locations of three reported fuel leaks in and near the project site (San Francisco Bay Regional Water Quality Control Board, 1990 and Alameda County Flood Control and Water Conservation District, 1990).

IMPACTS AND MITIGATION MEASURES

Impact IV.K.1: The project would result in an increase in the volume of runoff and decrease in the water quality associated with the runoff.

Additional paving and structural coverage at the project site would result in a decrease in infiltration and an increase in runoff. The increased runoff would result in an increase in peak discharge, as well as an increase in total cumulative runoff. The increase in peak discharge would be most significant for the fixed hydraulic capacity of existing storm sewers. The degree of potential impact from increased runoff may be assessed by examining the current capacity of the storm sewer system and comparing it to the anticipated increased surface runoff. It is possible that existing facilities would be able to handle the increased flows.

Attendant to an increase in paving and structure coverage would be an increase in the surface accumulation of petroleum hydrocarbons, oil and grease, and other contaminants. This would then be reflected in a decrease in the water quality of the runoff and an increase in the chemical loading on Lake Merritt. Due to naturally occurring attenuation mechanisms, it is likely that little to no potential impact would be



Approximate Location of Fuel Leak

Project Boundary

4 Block Number

0 100 200 300 400 500 FEET

SOURCE: City of Oakland

Oakland -East Bay Galleria / 9396 ■

Figure IV.K.1
Reported Fuel Leaks Affecting
Water Quality in the Site Vicinity

observed on San Francisco Bay. The degree of potential impact from decreased water quality of runoff may be assessed by comparing typical urban runoff quality values with Lake Merritt water quality. Further refinements may be made through site-specific sampling; however, runoff water quality measurements are likely to be highly variable. More detailed analysis will be required in the Stage 2 EIR.

Mitigation Measures IV.K.1.

(a) To minimize effect of the peak discharge, upgrade the capacity of the existing storm sewer system or provide onsite storage/detention.

(b) Periodically clean pavement and other runoff surfaces to remove accumulated contamination.

(c) Provide onsite collection and treatment (using, for example, onsite detention basins to collect, settle out, and biotreat contaminants) prior to offsite discharge.

Impact IV.K.2: The project could result in the disruption of the existing storm sewer system.

Construction at the project site may require excavation and/or disruption of existing storm sewers due to modification of utility right-of-way or other construction activities. Disruption of the storm sewers would potentially lead to impoundment of surface water at the project site. Until specific development plans are available, the existence or magnitude of disruption is not known. This will be discussed in greater detail in the Stage 2 EIR.

Mitigation Measures IV.K.2.

To minimize disruption to the storm sewer system:

- Reroute storm sewers, as required; and
- Pump impounded stormwater into nearby uninterrupted storm sewers, subject to capacity or permit considerations.

Impact IV.K.3: The project could result in dewatering as a result of construction below the groundwater table.

Subsurface excavations are anticipated as part of the proposed development. The depth and extent of such excavations are not yet known and specific assessment of impacts

will be presented in the Stage 2 EIR. Excavations extending below a depth of approximately 10 to 20 feet could encounter groundwater. In such cases, control of groundwater via cutoff or pumping would normally be used.

Depending on the soil conditions and extent of water table lowering, dewatering would be expected to cause settlement of adjacent ground and possibly structures supported thereon. Settlement of pile-supported structures would not be expected; however, ground settlement adjacent to pile-supported structures would be expected to create additional downdrag forces on the piling.

Groundwater pumped for purposes of dewatering may exacerbate the extent of existing contaminant plumes if such plumes are within the area of the dewatering operation. As well, pumped groundwater may be contaminated from onsite and adjacent chemical releases.

Groundwater would also be expected to influence the stability of the sidewalls of excavations penetrating the groundwater table. More detailed analysis will be required in the Stage 2 EIR.

Mitigation Measures IV.K.3.

(a) To minimize the impacts associated with potential settlement:

- Limit drawdown and duration of groundwater lowering;
- Install cutoff walls that minimize the areal influence of dewatering;
- Recharge groundwater outside the limits of the excavation to artificially maintain ambient surrounding groundwater levels;
- Underpin influenced structures; and
- Use grouts or other earth support mechanisms.

(b) To minimize the impacts associated with groundwater contamination:

- Limit the amount and duration of groundwater pumping by installing cutoff walls or otherwise controlling construction activities;
- Create a "clean" water buffer zone between contamination and dewatering by use of recharge;

- Initially remediate contaminated areas; and
- Treat the pumped groundwater that is contaminated prior to discharge. Discharge of treated groundwater from remediation projects is subject to regulation by the San Francisco Bay Regional Water Quality Control Board and, if sewer discharge is anticipated, by EBMUD.

Impact IV.K.4: The project could result in placement of structures below the groundwater table.

Construction of basements and other permanent structures is anticipated below the groundwater table. The details of structures to be placed permanently below the groundwater table are not yet known and assessment of specific impacts will be presented in the Stage 2 EIR. Groundwater will exert hydrostatic (uplift and horizontal) pressures on floor slabs and foundation walls located below the groundwater table. As well, groundwater seepage into below-grade structures could occur.

Mitigation Measures IV.K.4

(a) Provide sufficient deadweight to resist uplift.

(b) Provide sufficient structural rigidity to resist hydrostatic pressures.

(c) Waterproof all project structures.

(d) Collect and drain seepage in below-grade surfaces.

REFERENCES

Alameda County Flood Control and Water Conservation District, *Geohydrology and Groundwater - Quality Overview, East Bay Plain Area, Alameda County, California, 205(j) Report*, revised 1990.

City of Oakland Office of Public Works, Special Studies Zone Map #221, revised June 1, 1988.

San Francisco Bay Regional Water Quality Control Board, Fuel Leak List, revised 1990.

U.S. Geological Survey, Oakland West Quadrangle, 7.5 Minute Series, revised 1980.

L. EMPLOYMENT AND HOUSING

SETTING

Employment at the Project Site

The existing retail and office uses at the project site provide employment for approximately 900 persons. Most of the persons are employed in the retail establishments and offices on Blocks 1 and 2. Table III.B.2 presents the existing number of employees at the project site.

Alameda County and Bay Area Employment

According to Association of Bay Area Governments (ABAG) projections, the nine-county San Francisco Bay Area will gain over a million new jobs and over a million residents between 1985 and 2005. Employment in Alameda County is expected to grow at rate that is comparable to the Bay Area as a whole, increasing 39% between 1985 and 2005 (see Table IV.L.1). The Alameda County share of regional employment is expected to increase slightly, from 19.9% in 1995 to 20% in 2005.

Housing at the Project Site

The project site currently contains 12 housing units. All of the housing units are on Block 6. These units provide housing for 29 persons.

Alameda County and Bay Area Housing Supply

Both regional and Alameda County housing stock are characterized by low growth rates, low vacancy rates, and high purchase and rental costs in relation to average wages. This combination of factors together with mortgage costs, have tended to constrict the supply and affordability of housing in San Francisco and the Bay Area. For example, the California Association of Realtors reports a June 1990 median value of $266,997 for single-family detached units for the Bay Area (California Association of Realtors, 1990).

Bay Area household projections are presented in Table IV.L.2. The number of housing units authorized is presented in Table IV.L.3. Alameda County is ranked second among the nine counties, having authorized 6,495 units.

TABLE IV.L.1: BAY AREA EMPLOYMENT, 1985, 1995 AND 2005

County	1985 Number	1985 Share	1995 Number	1995 Share	2005 Number	2005 Share	Percent Change 1985-2005
Alameda	559,800	19.9%	692,200	19.9%	776,900	20.0%	39
Contra Costa	236,900	8.4%	326,400	9.4%	379,400	9.8%	60
Marin	91,200	3.3%	120,100	3.5%	133,300	3.4%	46
Napa	40,700	1.5%	51,800	1.5%	58,800	1.5%	44
San Francisco	554,100	19.8%	629,400	18.1%	671,700	17.2%	21
San Mateo	281,300	10.0%	344,800	10.0%	366,500	9.4%	30
Santa Clara	819,600	29.2%	1,013,900	29.2%	1,152,600	29.6%	41
Solano	101,600	3.6%	133,200	3.8%	164,300	4.2%	62
Sonoma	119,900	4.3%	161,500	4.6%	190,500	4.9%	59
BAY AREA	2,805,100	100.0%	3,473,300	100.0%	3,894,000	100.0%	39

SOURCE: Association of Bay Area Governments, 1987.

TABLE IV.L.2: PROJECTED BAY AREA HOUSEHOLDS BY COUNTY, 1990, 1995 AND 2010

County	1990	1995	2010
Alameda	489,400	506,200	558,000
Contra Costa	295,800	319,900	377,900
Marin	98,300	101,700	103,900
Napa	42,200	44,800	52,500
San Francisco	317,400	325,700	320,000
San Mateo	245,400	251,700	259,300
Santa Clara	537,800	573,300	666,100
Solano	110,400	126,200	171,400
Sonoma	147,200	161,900	197,000
BAY AREA	2,283,900	2,411,400	2,706,100

SOURCE: State of California Department of Finance, 1989.

TABLE IV.L.3: 1988 HOUSING UNITS AUTHORIZED FOR THE BAY AREA NINE-COUNTY REGION

County	Units Authorized (1988)	Percent
Alameda	6,495	17%
Contra Costa	8,024	21%
Marin	1,333	4%
Napa	974	3%
San Francisco	2,148	6%
San Mateo	2,419	6%
Santa Clara	6,490	17%
Solano	5,155	14%
Sonoma	4,674	12%
BAY AREA	37,712	100%

SOURCE: State of California Department of Finance, 1989.

ABAG projects that between 1985 and 2005 housing demand will exceed production in Alameda County even though region-wide housing unit development potential exceeds projected household growth (see Table IV.L.4). Local policies and high development costs are the primary reasons cited by ABAG for the anticipated difference between household growth and housing development.

While the future imbalance between housing and job production is not expected to be as acute in Alameda County as in some other parts of the region, a significant imbalance already exists in Alameda County. As presented in Table IV.L.5, Alameda County contains higher shares of the region's households than the region's jobs, and this trend is expected to continue into the next century.

According to ABAG's analysis, future labor supply deficits will likely occur in other parts of the Bay Area as a result of high housing costs and locational imbalances between available jobs and housing. Potential consequences of a region-wide labor shortage are rising wages and diminishing competitiveness of the Bay Area economy (ABAG, 1987).

TABLE IV.L.4: PROJECTED BAY AREA HOUSEHOLD GROWTH AND POTENTIAL HOUSING UNITS, 1980-2005

County	Potential Additional Housing Units	Projected Additional Households	Units Less Households
Alameda	120,740	137,010	-16,270
Contra Costa	135,540	125,320	10,220
Marin	31,310	25,260	6,050
Napa	14,050	16,380	-2,330
San Francisco	43,330	31,090	12,240
San Mateo	45,350	46,600	-1,250
Santa Clara	141,220	157,530	-16,310
Solano	82,720	76,580	6,140
Sonoma	92,160	80,230	11,930
BAY AREA	706,420	696,000	10,420

SOURCE: Association of Bay Area Governments, 1987.

TABLE IV.L.5: COUNTY SHARES OF REGIONAL HOUSEHOLDS AND JOBS

	1985		2005	
County	Percent Region Households	Percent Region Jobs	Percent Region Households	Percent Region Jobs
Alameda	21.6	19.9	21.1	20.0
Contra Costa	12.6	8.4	13.8	9.8
Marin	4.4	3.3	4.3	3.4
Napa	1.9	1.5	2.0	1.5
San Francisco	14.7	19.8	12.4	17.2
San Mateo	11.1	10.0	10.2	9.4
Santa Clara	23.2	29.2	23.1	29.6
Solano	4.4	3.6	5.9	4.2
Sonoma	6.1	4.3	7.3	4.9

SOURCE: Association of Bay Area Government, 1987.

IMPACTS AND MITIGATION MEASURES

Impact IV.L.1: The project would temporarily increase employment of construction workers and laborers at the project site.

Although no increase would occur during the first phase of the project, during demolition and construction activities of the second phase, employment of construction workers and laborers would temporarily increase. Such increase would be of relatively short duration and would not be expected to generate excess housing demand or to induce growth.

Mitigation Measure IV.L.1.

None warranted.

Impact IV.L.2: The project would result in an increase in the number of employees at the project site and thus could result in an incremental increase in housing demand in the Bay Area.

The increase in employees at the project site would occur during the second phase of the project. As a result of project development, approximately 4,000 persons would be employed at the project site. This represents an increase of 3,100 persons over existing employment levels. Table IV.L.6 presents future employment levels at the project site.

TABLE IV.L.6: PROJECTED NUMBER OF EMPLOYEES AT THE PROJECT SITE

Use	Occupied Area (Square Footage)	Square Feet Per Employee	Number of Employees
Office	600,000	400	1,500
Department Store Retail	790,000	550	1,436
Other Retail	330,000	300	1,100
TOTAL	1,720,000		4,036

SOURCE: Environmental Science Associates, Inc.

The new employees at the project site would contribute incrementally to housing demand throughout the Bay Area, which could, in turn, exert additional incremental upward pressure on Bay Area housing costs. This increase in employment levels and the subsequent increase in housing demand that would result from the project would not be considered significant.

Mitigation Measure IV.L.2.

None warranted.

Impact IV.L.3: The project would result in the loss of twelve low-income housing units at the project site.

Acquisition of property at the project site by the Agency would result in the loss of the existing low-income housing units on Block 6 and the subsequent relocation of existing residents (see Chapter IV.A.2). Although this loss is not a significant decrease in the housing stock for Oakland, and is less than a 0.01% loss in housing units in Alameda County, it does represent the loss of low-income housing units in Oakland. Since these types of housing units are in short supply, this impact is considered significant.

Mitigation Measure IV.L.3.

Existing City of Oakland housing programs would offset the loss of twelve low-income housing units by providing comparable housing at other locations in Oakland. Implementation of this measure would reduce this impact to a less-than-significant level.

Impact IV.L.4: With other proposed and future developments in the Bay Area, the project would contribute to an increase in housing demand.

Cumulative effects of the additional housing demand from projects in the project site vicinity would be most noticeable in areas with existing jobs-housing imbalances. However, because these impacts are incremental and their locations speculative, they are not considered to be significant.

Mitigation Measure IV.L.4.

None warranted.

REFERENCES

Association of Bay Area Governments, *Projections - 87, Forecasts for the San Francisco Bay Area to the Year 2005 (Population - Households - Income - Employment)*, July 1987.

California Association of Realtors, article in San Francisco Chronicle, July 26, 1990.

San Francisco Department of City Planning, Housing Information Series: "Changes in the San Francisco Housing Inventory", 1988.

State of California Department of Finance, Demographic Research Unit, "Household Projections for California Counties: 1985-2020", February 1989.

M. COMMUNITY SERVICES

SETTING

Police Protection Services

The Oakland Police Department provides 24-hour police services to the project site from the Police Administration Building at 7th Street and Broadway. In the past the Department's Patrol Division was divided into several districts, but now has only one.

Thirty-five patrol beats cover the City of Oakland. The project site is covered by parts of Beat 3 and Beat 4; one officer is typically assigned to each beat. The officer(s) on duty patrol(s) by foot during the day and in an automobile at other times. The Central Business District Security Association, formed in the early 1980s to help combat crime in downtown Oakland, pays for a portion of the foot patrol costs (Nichelini, 1990).

Crime statistics in Beats 3 and 4 through June 13, 1990 include reports of several types of offenses, including robbery, armed robbery, purse snatching, burglary, and auto theft. Beat 3 had the highest incidence of commercial burglary in the City for the first part of 1990, and the third highest number of strong-arm robberies during the same

period. During the first five and one-half months of 1990, 847 offenses were reported in Beats 3 and 4. Beat 3 had the third highest incidence of crime in the city (560 offenses), while Beat 4 reported only about half (287) the number of offenses of Beat 3 (Nichelini, 1990).

Fire Protection Services

The Oakland Fire Department provides fire protection services to the project site. The Department currently has 23 engine companies and seven truck companies (Robinson, 1990).

The station of first response is Engine 1 at 1605 Martin Luther King, Jr. Way; the second response is from Engine 15 at 415 27th Street; and the station of third response is Engine 5, at 934 34th Street. Engines 1 and 15 are supplied with a truck and an engine, while Engine 5 uses only an engine. Response time for each of these engine companies is good, with Engine 1 reporting in less than two minutes, Engine 15 in less than three minutes, and Engine 5 arriving in three to five minutes (Robinson, 1990).

The Oakland Fire Department can provide "first response" in emergencies involving injuries to people, but private ambulances handle most emergencies.

Water

East Bay Municipal Utility District (EBMUD) provides domestic water to the city of Oakland. EBMUD water delivery to Oakland originates in the Sierra Nevada Mountains, and is stored at Pardee Reservoir on the Mokelumne River in Calaveras County. Pardee Reservoir has a capacity of 222,000 acre-feet (about 72 billion gallons) of water (McCarley, 1990).

Water is conveyed to EBMUD via three aqueducts, where it is either stored in a terminal reservoir or delivered to the Walnut Creek pumping plant (McCarley, 1990). When water reaches Oakland, some of it is stored in the Central Reservoir near 23rd Avenue and I-580. Most water delivered to downtown Oakland is stored in Central Reservoir. EBMUD distributes domestic water to central Oakland from the Central Pressure Zone, which has a storage capacity of about 375 million gallons (Maderas, 1986).

According to EBMUD, Oakland's water consumption averaged about 47.5 million gallons per day in 1986. After a significant drop in consumption in 1988, 1989 water consumption within the city of Oakland again nearly reached pre-drought levels (Houlihan, 1990).

Water is distributed throughout the project site via a network of underground distribution pipelines. Pipelines with a twelve-inch diameter are under 20th Street (installed in 1954) and two beneath Broadway (1965, 1941); eight-inch mains are under San Pablo Avenue (1990, 1984, 1905), Telegraph Avenue, and part of 19th Street (1954); six-inch pipelines are under 17th Street (1984), and parts of 19th Street (1909) and San Pablo Avenue (1905); and four-inch pipelines are beneath William (1909, 1988, 1989) and 18th Streets (1978) (Rago, 1990).

The existing uses at the project site have a demand for 61,500 gallons of water per day. Table IV.M.1 presents estimated water use at the project site.

TABLE IV.M.1: ESTIMATED WATER DEMAND AT THE PROJECT SITE

Use	Number of Units/Square Feet	Generation Ratio /a/	Total Amount /b/
Residential	12	175 gal/unit	2,100
Office	60,800	230 gal/1,000 square feet	13,984
Retail	394,900	115 gal/1,000 square feet	45,414
TOTAL			61,498

/a/ Water demand is considered to be equal to wastewater generation plus 15%.
/b/ In gallons per day.

SOURCE: Environmental Science Associates, Inc.

Sewage

The City of Oakland operates and maintains the sanitary sewer system at the project site. From the project site, raw sewage is transported via collection lines to a main trunk line, located under 20th Street and West Grand Avenue. Collection lines (typically eight inches in diameter) are located under 17th, 18th, 19th, and William Streets. Beneath 20th Street, Telegraph Avenue, and Broadway are 10-inch collector lines, and a 12-inch line is under Broadway. The collector sewer line under San Pablo Avenue is 21 inches in diameter (Amirzehni, 1990).

The trunk line beneath 20th Street is a concrete conduit, five feet by five-and-one-half feet wide. It transports wastewater to one of three EBMUD intercepting sewers, which is parallel to I-980 (Amirzehni, 1990). The reinforced concrete interceptor sewer transports wastewater to EBMUD Special District No. 1 and ranges from 12 to 108 inches in diameter (EBMUD, 1988).

Special District No. 1 was created in 1944 to eliminate the discharge of raw sewage to San Francisco Bay. The District is responsible for the treatment and disposal of all domestic and industrial wastewaters from the cities of Alameda, Albany, Berkeley, Emeryville, Oakland, Piedmont, and the Stege Sanitary District (El Cerrito, Richmond Annex, and Kensington). Special District No. 1 serves 83 square miles and approximately 585,000 persons. In 1987, its average daily dry weather domestic and industrial flow was 83 million gallons per day (MGD) (EBMUD, 1989).

The wastewater treatment plant, located at the end of Wake Avenue in Oakland, is designed to handle an average influent flow of 120 MGD, and a peak hourly influent flow of 168 MGD. Maximum dry flow to primary and secondary treatment is 168 MGD, while maximum wet flow to primary treatment is 290 MGD (EBMUD, 1989).

Existing uses at the project site generate an estimated 53,500 gallons of sewage per day. Table IV.M.2 presents estimated sewage generation at the project site.

TABLE IV.M.2: ESTIMATED SEWAGE GENERATION AT THE PROJECT SITE

Use	Number of Units/Square Feet	Generation Ratio /a/	Total Amount /b/
Residential	12	150 gal/unit	1,800
Office	60,800	200 gal/1,000 sq. ft.	12,160
Retail	394,900	100 gal/1,000 sq. ft.	39,490
TOTAL			53,450

/a/ City of Los Angeles, 1975.
/b/ In gallons per day.

SOURCE: Environmental Science Associates, Inc.

Solid Waste

Oakland Scavenger Company operates under a franchise agreement with the City of Oakland to provide solid waste disposal services in Oakland. The company has about 250,000 residential and commercial accounts and serves approximately 1,000,000 people throughout most of Alameda County (Alberti, 1990).

Oakland Scavenger owns and operates the 1,600-acre Altamont Landfill, to where refuse from all but its southern Alameda County accounts is transported. Solid waste is first delivered to the Davis Street transfer station, approximately ten miles south of downtown Oakland. From the transfer station, refuse is delivered to the Altamont Landfill, some 33 miles away. The Altamont Landfill has a design capacity of 100 years, of which 90 years capacity remain (Alberti, 1990).

About one-third of the nearly 4,000 tons of solid waste which Oakland Scavenger hauls to the Altamont Landfill each day originates in Oakland (Alberti, 1990). Recycling efforts reduce the solid waste Oakland Scavenger collects from its customers, but these reductions are offset by population increases in its service area; therefore, the company expects to haul about the same amount of waste to the Altamont Landfill in future years as it will this year (Alberti, 1990).

The existing uses at the project site generate an estimated 2,400 pounds of solid waste per day. Table IV.M.3 presents the estimated solid waste generation at the project site.

TABLE IV.M.3: ESTIMATED SOLID WASTE GENERATION AT THE PROJECT SITE

Use	Number of Units/Square Feet	Generation Ratio /a/	Total Amount /b/
Residential	12	5.5 lbs/unit	66
Office	60,800	6 lbs/1,000 sq. ft.	365
Retail	394,900	5 lbs/1,000 sq. ft.	1,975
TOTAL			2,406

/a/ City of Los Angeles, 1981.
/b/ In pounds per day.

SOURCE: Environmental Science Associates, Inc.

Schools

The project site is in the Oakland Unified School District. Enrollment in the District has remained constant at around 51,000 students since 1984. The District had an October 1989 enrollment of 50,710 students. The District also served an additional 23,444 students in four adult education schools, 2,011 students in 22 child development centers, and 464 children in 20 pre-schools. The District operates eight senior high schools, 16 middle and junior high schools, 58 elementary schools, and nine other assorted special schools (Sprague, 1990).

Employment within the District includes 2,532 certified staff (teachers and administrators) and approximately 3,000 classified staff (all others). The number of persons employed by the District has also remained fairly constant in recent years (Sprague, 1990).

The District currently has no plans for major construction or large capital projects. Substantial deferred maintenance and regular maintenance projects continue in the District (Long, 1990).

IMPACTS AND MITIGATION MEASURES

Impact IV.M.1: The project would result in an increased demand for police protection services at the project site.

An increase in an area's population generally leads to increased requests for police protection services. The Oakland Police Department is currently understaffed, and the increased population, business, and traffic into the site vicinity as a result of the project would probably result in an increase in criminal activity in the area (Nichelini, 1990).

Since the project has not been designed, specific impacts on police protection services are not presented in this EIR. More detailed discussions of the impact of the project on police protection services and measures to mitigate those impacts will be presented in the Stage 2 EIR.

Mitigation Measure IV.M.1

Project-related revenues could be used to increase staffing of police personnel in the site vicinity.

Impact IV.M.2: The project would result in an incremental increase in demand for fire protection services at the project site.

The increase in demand for fire protection services could result in a need for additional staffing and/or an upgrade of fire prevention and suppression services.

The Fire Department enforces certain aspects of the 1988 Oakland Building Code dealing with fire safety, and the 1988 (pending) Oakland Fire Code. If any building at the project site exceeds 75 feet, it would require special fire prevention considerations, such as mandatory automatic sprinklers and smoke detectors. Additionally, a large retail and office development such as the project could require automatic sprinklers and smoke detectors throughout, regardless of building height (Robinson, 1990).

More detailed discussions of the impacts of the project on fire protection services, and measures to mitigate those impacts will be presented in the Stage 2 EIR.

Mitigation Measure IV.M.2

Project-related revenues could be used to increase staffing of fire protection personnel and/or upgrading of fire prevention and suppression services.

Impact IV.M.3: The project would result in an increase in demand for water.

The project would result in an estimated demand of about 266,000 gallons of water per day, which is an increase of 205,300 gallons per day over existing water demand. The increase in demand at the project site would represent about 0.4 percent of current daily water use in the city of Oakland. Table IV.M.4 presents projected water demand at the project site.

TABLE IV.M.4: PROJECTED WATER DEMAND AT THE PROJECT SITE

Use	Area (Square Feet)	Generation Ratio /a/	Total (GPD) /b/
Office	600,000	230 gal/1,000 sq. ft.	138,000
Retail	1,120,000	115 gal/1,000 sq. ft.	128,800
TOTAL			266,800

/a/ Water demand is considered to be equal to wastewater demand plus 15%.
/b/ Gallons per day.

SOURCE: Environmental Science Associates, Inc.

EBMUD has indicated that the existing water supply system in the central Oakland area can adequately serve the project (McCarley, 1990).

More detailed discussions of the impacts of the project on water services, and measures to mitigate those impacts will be presented in the Stage 2 EIR.

Mitigation Measure IV.M.3

Install water-conserving devices at the project.

Impact IV.M.4: The project would result in an increase in sewage generated at the project site.

The project would generate an estimated 232,000 gallons of sewage per day. This represents an increase of 178,550 gallons over existing sewage generation. Special District No. 1, averaging 83 million gallons of per day of dry weather domestic and industrial flow in 1987, would likely be able to handle the 178,500-gallon increase (approximately 0.2 percent) of wastewater influent per day expected as a result of this project. Table IV.M.5 presents projected sewage generation at the project site.

TABLE IV.M.5: PROJECTED SEWAGE GENERATION AT THE PROJECT SITE

Use	Area (Square Feet)	Generation Ratio /a/	Total (GPD) /b/
Office	600,000	200 gal/1,000 sq. ft.	120,000
Retail	1,120,000	100 gal/1,000 sq. ft.	112,000
TOTAL			232,000

/a/ City of Los Angeles, 1975.
/b/ Gallons per day.

SOURCE: Environmental Science Associates, Inc.

The increase in sewage as a result of the project could require closure and/or relocation of existing major sewer lines. The relocation of these sewer lines could be difficult (Wong, 1990).

If the sewer lines do not need to be relocated, two types of improvements to sewer collection systems are possible: capacity upgrades and rehabilitation improvements. Even without the proposed project, there is currently a need for capacity improvements in the area. Rehabilitation is also needed (with or without the proposed project) in the Broadway and Telegraph Avenue area (Amirzehni, 1990).

More detailed discussions of the impacts of the project on sewage services, and measures to mitigate those impacts will be presented in the Stage 2 EIR.

Mitigation Measure IV.M.4

Project-related revenues could help offset the costs associated with capacity upgrade and rehabilitation improvements to the sewer system in the site vicinity.

Impact IV.M.5: The project would result in an increase in solid waste generation at the project site.

The project would generate an estimated 9,200 pounds (4.5 tons) per day of solid waste. This represents an increase of 6,800 pounds over existing solid waste generation. Table IV.M.6 presents projected solid waste generation at the project site. The increase in the amount of solid waste generated by the proposed project represents about 0.35 percent of the total current volume of solid waste collected daily in the City of Oakland. The proposed action would not significantly affect solid waste disposal services in Oakland, nor would it affect the estimated lifetime of the Altamont Landfill site (Alberti, 1990).

More detailed discussions of the impacts of the project on solid waste services, and measures to mitigate those impacts will be presented in the Stage 2 EIR.

TABLE IV.M.6: PROJECTED SOLID WASTE GENERATION AT THE PROJECT SITE

Use	Area (Square Feet)	Generation Ratio /a/	Total (lbs/day) /b/
Office	600,000	6 lbs/1,000 sq. ft.	3,600
Retail	1,120,000	5 lbs/1,000 sq. ft.	5,600
TOTAL			9,200

/a/ City of Los Angeles, 1981.
/b/ Pounds per day.

SOURCE: Environmental Science Associates, Inc.

Mitigation Measure IV.M.5.

Develop and implement a solid waste management/recycling program.

Impact IV.M.6: The project would not result in an increase in students at the project site.

No direct impacts are expected to result to the Oakland Unified School District as a result of the project. Few school age children would be displaced from the project site.

Indirect impacts may include the addition of new tax revenue from commercial and office development in the area, some of which would go into the District's general fund, and the additional employment opportunities in downtown Oakland area could bring more families into the District (Long, 1990).

More detailed discussions of the impacts of the project on schools and measures to mitigate those impacts will be presented in the Stage 2 EIR.

Mitigation Measure IV.M.6

None warranted.

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Robinson, Ernie, Assistant Fire Marshall, Oakland Fire Department, telephone conversation, July 10, 1990.

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A. GROWTH INDUCEMENT

The project would occur in a developed urban setting. The daily population at the project site would decrease during the first phase of the project. At the end of the second phase, the daily on-site population would increase over existing levels. This increase would include retail and office employees, shoppers, and visitors to offices. Not all of the increase in employment at the project site would necessarily be new to Oakland or the Bay Area. It is likely that most of the employees would be relocated from other retail or office locations either in Oakland or the remainder of the Bay Area.

To the extent that the project would attract new employees at the project site from outside the Bay Area, it would create a demand for housing in Oakland and the Bay Area. The project could thereby be considered somewhat growth-inducing since it could stimulate construction of additional housing and provision of increased community services. The ability of existing and proposed housing in the Bay Area to accommodate the housing demand resulting from the project will be discussed in more detail in the Stage 2 EIR.

The increase in employees, shoppers, and visitors at the project site would result in an increased demand for transportation infrastructure and transit service in the site vicinity. Until the project has been designed, it is not known whether the additional vehicle trips that would result from the project could be accommodated by the existing transportation infrastructure. Similarly, it is not known whether an increase in transit service would be necessary. These two issues will be discussed in more detail in the Stage 2 EIR.

The project would increase the daily population at the project site, which could, in turn, stimulate retail and office activity in the site vicinity. The project could intensify the pressure to develop in the site vicinity. Secondary employment resulting from retail and office growth in the site vicinity would also generate increased demands for housing, public transportation and transportation infrastructure. However, these increases are not considered to be significant.

The project would intensify the existing retail area of downtown Oakland. It is likely that the retail goods offered by stores that occupy the project site would be different than the retail goods currently offered. Since the project would not result in any undeveloped land being served by new infrastructure, the intensification that would occur as a result of the project is not considered to be significant.

B. SHORT-TERM USE VERSUS LONG-TERM PRODUCTIVITY

The project would improve economic productivity in downtown Oakland. It would provide additional employment opportunities and increased revenues at the project site.

The project represents a long-term commitment of the project site to urbanized uses. Development of a retail and office center would preclude further development on the project site for the lifetime of the project. The project would not pose any particular risk to public health and safety.

Considerations that would favor development of the project now, rather than reserving the option to develop at some later time, include the demand for retail stores in downtown Oakland and the potential economic benefits associated with the project, including employment opportunities for Oakland residents. The project would capture a portion of the current market for office and retail space in downtown Oakland.

C. SIGNIFICANT IRREVERSIBLE CHANGES IF THE PROJECT IS IMPLEMENTED

The project could result in significant irreversible changes to existing historic resources, land use and urban design, transportation infrastructure, and air quality. Specific changes cannot be identified without more detailed information on project design. These issues will be discussed in greater detail in the Stage 2 EIR. The first phase of the project would not irreversibly commit City of Oakland resources to the project.

The project would result in an increase in the annual consumption of energy. Project construction would also require the commitment or destruction of other nonrenewable and slowly renewable resources.

D. UNAVOIDABLE SIGNIFICANT EFFECTS THAT CANNOT BE MITIGATED IF THE PROJECT IS IMPLEMENTED

The first phase of the project would not result in any significant impacts that cannot be mitigated. The significant impacts that would occur during the second phase of the project will be discussed in greater detail in the Stage 2 EIR.

VI. ALTERNATIVES

This EIR analyzes three alternatives to the proposed project: the no-project alternative; the minimum site area alternative; and the alternative site location. No alternatives that have different designs are analyzed in this EIR because of the lack of a design against which to compare them. Final design of the proposed project is needed before any comparison between the project and design alternatives is made. In addition, no historic preservation alternative is analyzed in this EIR because specific historic resource impacts cannot be evaluated without a design for the proposed project. More detailed discussions of design and historic preservation alternatives will be provided in the Stage 2 EIR.

A. NO PROJECT

DESCRIPTION

The no-project alternative would result in the Oakland Redevelopment Agency not acquiring the property on the six blocks bounded by 20th Street on the north, Broadway on the east, 17th Street on the south, and San Pablo Avenue on the west. The relocation of existing businesses and residents described for the proposed project would not occur.

As a result, the second phase and the associated development of an Oakland-East Bay Galleria would not occur.

ENVIRONMENTAL IMPACTS

The no-project alternative would not result in any direct change or intensification of land use at the project site nor would any direct changes to the visual characteristics of the project site occur. The existing businesses and residents at the project site would not be relocated by the Oakland Redevelopment Agency. Future development could

occur at the project site and would most likely include limited renovation of existing structures, which would increase the amount of Class B and Class C business space in downtown Oakland. It is also likely that retail sales in downtown Oakland would continue to decline with attendant effects on fiscal revenue. In addition, development of Class A office space would not occur at the project site and the bifurcation of office uses between Lake Merritt and City Center would continue to occur. Finally, the potential for demolition of existing historic resources to accommodate development of the retail center would not occur.

No increase in the number of vehicle trips, transit trips or walk/other trips would occur under this alternative. Similarly, no increase in the demand for parking spaces, freight loading space or transit service at the project site would occur. No air quality impacts or short-term noise increases associated with project demolition and/or construction would occur. In addition, the potential for long-term degradation of air quality and the increase in traffic noise resulting from additional vehicle trips would not result under this alternative.

No increase in the amount of energy used at the project site for construction or operation of a retail center would occur under this alternative. No change in drainage patterns at the project site would occur.

This alternative would not result in additional employees or visitors at the project site. The existing twelve housing units would not be displaced under this alternative. No impacts to police protection, fire protection, water, sewer, solid waste or educational services would occur under this alternative.

ABILITY TO MEET PROJECT OBJECTIVES

This alternative would not be able to meet any of the Agency objectives for the project, including: restoration of the central business district as a complete downtown; revitalization of the downtown area; capture of currently unrealized market potential, which would stem the flow of Oakland retail trade outside of Oakland and generate revenues for the City; provision of a catalyst for revitalization of other downtown

development; creation of a high quality, pedestrian-oriented design complementing the adjacent environment and provision of a link between the Lake Merritt office area and the City Center office area; preservation and rehabilitation of architecturally important buildings; creation of a major public open space at the 19th Street BART Station entrance; integration of retail space with BART and other public transit facilities; provision of efficient vehicular movement; provision of additional jobs for Oakland residents; and affirmation and implementation of City objectives in terms of economic participation of women and minorities.

B. MINIMUM SITE AREA

DESCRIPTION

This alternative is an on-site variation of the proposed project. Under this alternative, the Oakland Redevelopment Agency would acquire property not already owned by the City on Blocks 4, 5 and 6 and the western two-thirds of Block 3. Thus, Blocks 1 and 2 and the parcels fronting Telegraph Avenue on Block 3 would not be included under this alternative (see Figure VI.B.1).

This alternative has fewer parcels and buildings than the proposed project. Similarly, the number of existing employees within the minimum site alternative area is also less than the number of existing employees in the proposed project area. Tables VI.B.1 and VI.B.2 present the existing number of parcels and buildings and the existing number of employees at the minimum site alternative area, respectively. This alternative has the same number of existing residents as the proposed project.

As under the proposed project, the 57 parcels within the minimum site alternative area would be acquired through both condemnation (eminent domain) and other means (willing seller). Demolition of all structures included in the minimum site area alternative could occur to permit remediation of the project site.

TABLE VI.B.1: EXISTING NUMBER OF PARCELS AND BUILDINGS BY BLOCK AT THE MINIMUM SITE ALTERNATIVE

Block /a/	Number of Parcels	Number of Buildings
3	2	0
4	13	5
5	3	2
6	39	15
TOTAL	57	22

/a/ See Figure III.B.1, page 39, for block locations.

SOURCE: Environmental Science Associates, Inc.

TABLE VI.B.2: EXISTING NUMBER OF EMPLOYEES AT THE MINIMUM SITE ALTERNATIVE

Use	Occupied Area (Square Feet)	Square Feet Per Employee	Number of Employees
Office	9,600	400	24
Retail			
The Emporium	265,000	550	483
Eating and Drinking	55,400	600	92
Manufacturing	4,500	165	27
Repair Services	2,600	650	4
Other	2,500	300	8
TOTAL	339,600		638

SOURCE: Oakland Office of Economic Development and Employment; Recht Hausrath and Associates

Although this alternative represents a smaller area, the Agency would authorize development of a retail center of approximately the same size as that envisioned for the proposed project. This would result in a more densely developed retail center under this alternative.

Because of the smaller size of the project site area, only two major department stores would be at ground level with two additional department stores on upper levels. The smaller retail stores would also be stacked. Office towers would be built over the department stores. Building heights would be taller than with the proposed project. Parking structures would also likely be taller. Block 3 would most likely provide additional parking for office uses.

As under the proposed project, the Agency would undertake public improvements required by the project. In addition, design under this alternative is preliminary and buildings that could be retained as part of the project have not been identified.

ENVIRONMENTAL IMPACTS

This alternative would result in a similar change of land use at the project site. With a smaller project site, it is likely that the intensification of land use would be greater than that of the proposed project. Changes to the visual characteristics at the project site would also be similar to those described for the proposed project. Fewer businesses would be relocated by the Oakland Redevelopment Agency under this alternative. The number of residents to be relocated would be the same as that described for the proposed project. This alternative would also result in the potential for demolition of existing historic resources to accommodate development of the retail center. Since the minimum site alternative does not include the Fox Oakland Theater, no potential for demolition of this or other architecturally important structure by the Agency would occur. Since office towers and the parking structures would be taller under this alternative than the proposed project, this alternative would likely result in a greater visual impact. The buildings would be more visible from adjacent land uses and could be imposing structures within downtown Oakland. In addition, shadows resulting from this alternative would be longer than those of the proposed project.

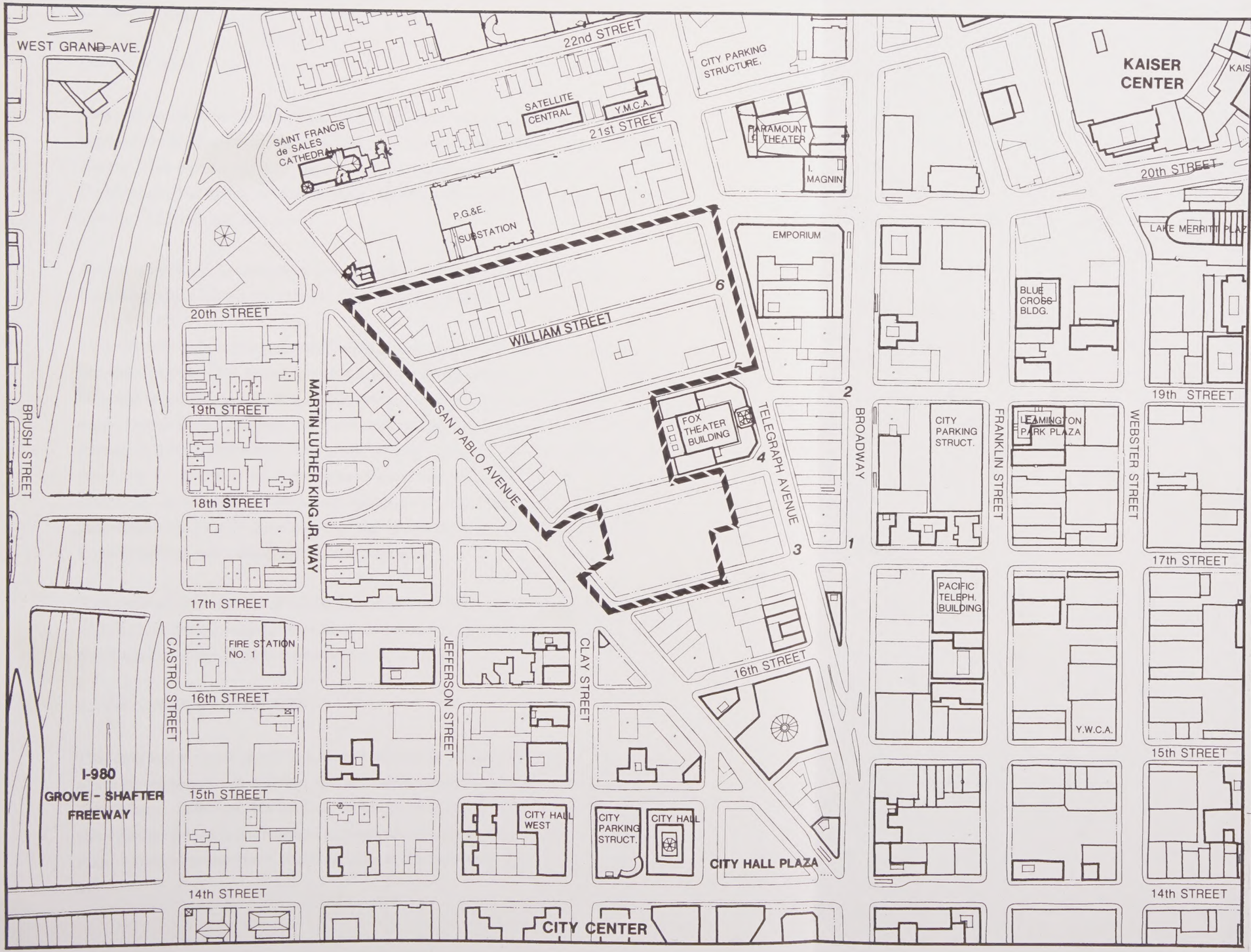
The increase in the number of vehicle trips, transit trips and walk/other trips would be the same under this alternative as that described for the proposed project. Similarly, the increase in parking demand, freight loading space and transit service would be the same under this alternative. As with the proposed project, the air quality impacts and short-term noise increases associated with demolition of buildings at the project site would occur. In addition, the potential for long-term degradation of air quality and the increase in traffic noise resulting from additional vehicle trips would occur.

The increase in the amount of energy used at the project site for construction and operation of the retail center would be similar to that described for the proposed project. As with the proposed project, the change in drainage patterns at the project site would occur.

The number of additional employees and visitors at the project site would be the same as that described for the proposed project. The twelve housing units on Block 6 would be displaced under this alternative. The impacts to police protection, fire protection, water, sewer, solid waste and educational services would be the same as those described for the proposed project.

ABILITY TO MEET PROJECT OBJECTIVES

The Agency believes that this alternative would not be feasible because the increased verticality of this alternative would create a less-than-optimal retail environment. Only in Manhattan, Tokyo, Hong Kong and Chicago's Michigan Avenue have stacked retail malls (more than three or four stories) been successful. The Agency believes that the concept presented in this alternative is not physically or economically appropriate for Oakland and would be unlikely to be accepted in the marketplace because of a perception of poor visibility and access.



4 Block Number

Project Boundary

0 100 200 300 400 500 FEET

SOURCE: Oakland Redevelopment Agency

Oakland -East Bay Galleria / 9396 ■

Figure VI.B.1
Minimum Site
Alternative Location

C. ALTERNATIVE SITE

DESCRIPTION

This alternative is an off-site alternative on a vacant rectangular parcel of approximately 24 acres on the west side of Oakport Drive between Damon Slough and Hassler Way (see Figure VI.C.1). The site is immediately north of the Equitec Building and across the Nimitz Freeway (Interstate 880) from the Oakland-Alameda County Coliseum and Arena.

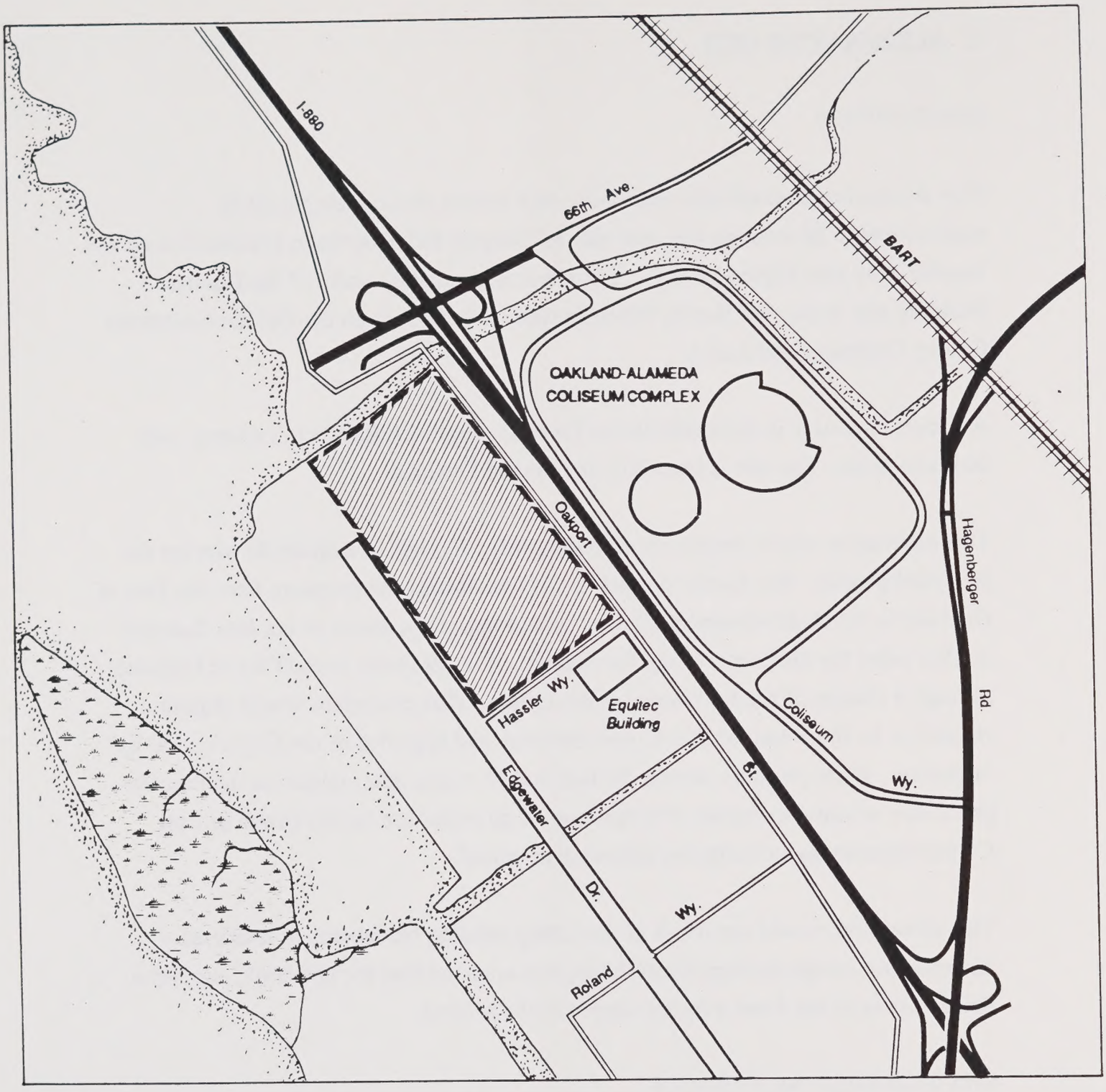
Adjacent land uses include the Nimitz Freeway, Equitech Building, industry, and business parks. The site is owned by the Port of Oakland.

This alternative would require the Redevlopment Agency to acquire the site for the proposed project. The formal procedure for transferring the property from the Port of Oakland to the Redevelopment Agency would require payment of not less than fair market value for the property and the transfer of the property to the City of Oakland through a change of the Port Area boundary line. This procedure would require a resolution by the Board of Port Commissioners and approval of the City Council by ordinance. If the property were to be transferred to any other person or agency, the procedure would also require two readings of an ordinance by the Board of Port Commissioners and a thirty-day referendum period.

This alternative would not result in relocating existing businesses or residents. Although no design concept is available, it is assumed that the site could support a development of the same size and layout as the project.

ENVIRONMENTAL IMPACTS

This alternative would result in a change of land use from vacant land to a retail and office development. In addition, this alternative would introduce a new land use to the site vicinity. Although this land use would be compatible with other land uses in the site vicinity, it would not result in a retail core as envisioned by the Oakland Policy Plan. Changes to the visual characteristics at the alternative site would be noticeable to



SOURCE: Oakland Redevelopment Agency

Oakland -East Bay Galleria / 9396 ■

Figure VI.C.1
Alternative Site Location

persons traveling on the Nimitz Freeway. A large retail/office complex would introduce another large structural mass in the site vicinity (i.e., the Coliseum, the Arena).

No businesses or residents would be relocated by the Oakland Redevelopment Agency under this alternative. In addition, no demolition of existing historic resources to accommodate development of the retail center would occur.

The increase in the number of vehicle trips, transit trips and walk/other trips would be similar under this alternative as that described for the proposed project. It is likely that this alternative would result in a different mode split (more vehicle trips and fewer transit trips and walk/other trips) than the proposed project since access to public transit systems (BART, AC Transit) is not as good as that for the proposed project site. As a result, the increase in parking demand and freight loading space would likely be greater under this alternative. As with the proposed project, the air quality impacts and short-term noise increases associated with demolition of buildings at the project site would occur. In addition, the potential for long-term degradation of air quality and the increase in traffic noise resulting from additional vehicle trips would occur.

The increase in the amount of energy used at the project site for construction and operation of the retail center would be similar to that described for the proposed project. This alternative would also result in a change in drainage patterns at the site.

The number of additional employees and visitors at the project site would be similar to that described for the proposed project. The impacts to police protection, fire protection, water, sewer, solid waste and educational services would be the same as those described for the proposed project.

ABILITY TO MEET PROJECT OBJECTIVES

This alternative would not be able to meet most of the Agency objectives for the project, including: restoration of the central business district as a complete downtown; revitalization of the downtown area; provision of a catalyst for revitalization of other

downtown development; provision of a link between the Lake Merritt office area and the City Center office area; preservation and rehabilitation of architecturally important buildings; creation of a major public open space at the 19th Street BART Station entrance; integration of retail space with BART and other public transit facilities; and provision of efficient vehicular movement.

EXISTING DEVELOPMENT PROPOSAL

This alternative may not be a realistic alternative. The Port of Oakland is currently processing a development proposal for this off-site alternative that calls for creation of a retail center. The proposal would convert vacant land to retail development. Moreover, the proposal would make transfer of the property from the Port of Oakland to the Redevelopment Agency more difficult, if not unlikely.

VII. EIR AUTHORS AND ORGANIZATIONS AND PERSONS CONSULTED

A. REPORT PREPARERS

LEAD AGENCY

Oakland Redevelopment Agency
Department of City Planning
Alvin D. James, Director
Charles S. Bryant, Environmental Review Coordinator
Avril Tolley, Environmental Planner
Stanley Muraoka, Environmental Planner
Office of Economic Development and Employment
Julia Brown, Director
Susan Chamberlin, Project Manager

ENVIRONMENTAL CONSULTANT

Environmental Science Associates, Inc.
301 Brannan Street, Suite 200
San Francisco, CA 94107-1811
(415) 896-5900
Paul Zigman, President
Marty Abell, Vice President
David J. Full, Project Manager

TRAFFIC CONSULTANT

Korve Engineering
180 Grand Avenue, Suite 955
Oakland, California 94612
Brent Ogden
Michelle Hightower

AIR QUALITY AND NOISE CONSULTANT

Orion Environmental Associates
315 Washington Street
Oakland, California 94607
Joyce Hsiao
Valerie Geyer

DRAINAGE AND WATER QUALITY CONSULTANT

E2 Consulting Engineers
1900 Powell Street, Suite 250
Emeryville, California 94608
Hersh Saluja

PUBLIC HEALTH AND SAFETY AND GEOLOGY, SOILS AND SEISMICITY CONSULTANT

Geo/Resource Consultants
851 Harrison Street
San Francisco, California 94107
Alan Tryhorn

B. ORGANIZATION AND PERSONS CONSULTED

FEDERAL AGENCIES

Department of Transportation, Transportation Research Board

Environmental Protection Agency

General Services Administration

Geological Survey

STATE AGENCIES

California Air Resources Board

California Archaeology Inventory

Vikki Beard

California Department of Health Services, Office of Noise Control

California Department of Finance

California Department of Transportation

California State Office of Historic Preservation

REGIONAL AGENCIES

Association of Bay Area Governments

Bay Area Air Quality Management District

Michael Murphy

East Bay Municipal Utility District

John Houlihan
Ed Maderas
Howard McCarley
Richard J. Rago

Metropolitan Transportation Commission

San Francisco Bay Regional Water Quality Control Board

LOCAL AGENCIES

Alameda County Flood Control and Water Conservation District

City of Oakland

Department of City Planning
Chris Buckley

Engineering and Design
Kenneth Wong, Supervising City Engineer

Fire Department
Ernie Robinson, Assistant Fire Marshal

Oakland Cultural Heritage Survey

Office of Public Works
Gus Amirzehni, Civil Engineer

Police Department
Robert Nichelini, Deputy Chief

Port of Oakland
Barbara Szudy

Redevelopment Agency

City of Los Angeles

City and County of San Francisco

Department of City Planning

OTHERS

California Association of Realtors

Institute of Transportation Engineers

Oakland Scavenger Company

Louis Alberti, General Manager

Oakland Unified School District

Robert Long, Coordinator of Planning and Facilities
Ann Sprague, Program Evaluator

VIII. DISTRIBUTION LIST

FEDERAL AGENCIES

Ms. Claudia Nissley
West. Div. Adv. Counc.
on Hist. Pres.
730 Simms Street, Room 401
Golden, CO 80401

Mr. Dale James, Env. Prot. Ofcr
HUD Offc. of Com. Plng. &
Development 9CE
450 Golden Gate Avenue
San Francisco, CA 94102

STATE AGENCIES

State Clearinghouse
1400 Tenth Street
Sacramento, CA 95814

California Highway Patrol
3601 Telegraph Avenue
Oakland, CA 94609

Ms. Kathryn Gualtieri
SHPO, Dept. of Parks & Recreation
P.O. Box 942896
Sacramento, CA 94296-0001

Mr. Richard Whitsel, Region 2
Regional Water Quality
Control Board
1111 Jackson Street
Oakland, CA 94607

Mr. Wade Greene,
District CEQA Coord.
Caltrans Dist. 4,
Env. Plng. Branch
P.O. Box 7310
San Francisco, CA 94120

REGIONAL AGENCIES

Association of
Bay Area Governments
Metrocenter
P.O. Box 2050
Oakland, CA 94604

Ms. Debra King
Senior Trans. Planner, AC Transit
1600 Franklin Street
Oakland, CA 94612

Metropolitan Transportation Comm.
Metrocenter
101 8th Street
Oakland, CA 94607

Mr. Dale Fousel
Planning, BART District
800 Madison Street
Oakland, CA 94607

Mr. Milton Feldstein
Bay Area Air Quality
Management Dist.
939 Ellis Street
San Francisco, CA 94109

Mr. Keith Bernard
Bay Area Rapid Transit District
800 Madison Street
Oakland, CA 94607

Mr. Ron Kilcoyne
Res. & Plng. Dept., AC Transit
1600 Franklin Street
Oakland, CA 94612

Mr. Richard L. Kolm
East Bay Municipal Utility District
2130 Adeline Street
Oakland, CA 94623

CITY OF OAKLAND

Mr. Craign Kocian
Assistant City Manager
City Manager's Office

Ms. Julia Brown, Director
Economic Development and Employment

Ms. Susan Chamberlin
Economic Development and Employment

Mr. Lonnie Carter, Manager
Program Dvlpmt. &
Coordination Dept.
Office of Community Development

Mr. Donnell Choy
City Attorney's Office

Mr. Terry Roberts
Director of Public Works

Mr. Harry Schrauth
Office of Public Works
Administration

Mr. Jerry Blueford
Fire Marshal

Captain Jim Cooper
1902 Traffic Division
Police Department
Police Administration Building

Lt. Freddie Peoples
Community Services Division
Police Department
Police Administration Building

Mr. Michael Pickering
City Traffic Engineer

Mr. James A. Ashley
Director of General Services
Municipal Service Center

Mr. Frank Clark
City Architect

Office of City Manager
Attention: Shirley Hibbitts

Mr. Herbye K. White
Director of Parks and Recreation
1520 Lakeside Drive

Oakland Public Library
125 14th Street

Ms. Judy Rowe
Planning Commission

Mr. Bruce Black
Planning Commission

Ms. Lucille Gudger
Planning Commission

Mr. Doug Jones
Planning Commission

Mr. Gordon E. Henderson
Planning Commission

Mr. Victor Mar
Planning Commission

Mr. Joseph P. DeLuca
Planning Commission

Ms. Helaine Kaplan Prentice
Secretary, Landmarks Preservation
Advisory Board
Oakland City Planning Department
1330 Broadway, Suite 310
Oakland, CA 94612

Ms. Estelle C. Mannis, Esq.
Chair, Landmarks Preservation
Advisory Board
460 Mandana Boulevard
Oakland, CA 94610

PRESS

Ms. Debbie Hallberg
Oakland Tribune
490 13th Street
Oakland, CA 94612

The Enterprise/Daily Review
Press Room
116 West Winton Avenue
Hayward, CA 94540

Mr. Brian Johns
Oakland Tribune
P.O. Box 24304
Oakland, CA 94623

The Montclarion
Press Room
6028 LaSalle Avenue
Oakland, CA 94611

San Francisco Examiner
News Department
110 5th Street
San Francisco, CA 94103

KTVU Television - Channel 2
2 Jack London Square
Oakland, CA 94607

LOCAL AGENCIES

County of Alameda
1221 Oak Street
Oakland, CA 94607

Oakland Unified School District
1025 Second Avenue
Oakland, CA 94606

DeWayne Guyer
Planning Director
City of Alameda
Santa Clara Avenue at Oak Street
Alameda, CA 94501

Gil Kelley
Planning Director
City of Berkeley
2180 Milvia Street, 2nd Floor
Berkeley, CA 94704

Peralta Community College
333 East 8th Street
Oakland, CA 94606

Lawrence Rosenberg
Director of Public Works
City of Piedmont
120 Vista Avenue
Piedmont, CA 94611

Blaine Brassfield
Planning and Building Department
City of San Leandro
835 East 14th Street
San Leandro, CA 94577

Gaye Quinn
Planning Director
City of Emeryville
2200 Powell Street, 12th Floor
Emeryville, CA 94608

PRIVATE INDIVIDUALS AND ORGANIZATIONS

Mr. Perry Page, Vice President
Group Development Director
The Rouse Company
395 Santa Monica Place
Santa Monica, CA 90401

Mr. Frank Fuller
Elbasani and Logan Architects
2040 Addison Street
Berkeley, CA 94704

Mr. Kenneth Simmons
Simmons Design Group
57 Post Street, Suite 804
San Francisco, CA 94104

Ms. Annalee Allen
President, Oakland
Heritage Alliance
P.O. Box 12425
Oakland, CA 94604

Ms. Carolyn Douthat
Oakland Heritage Alliance
P.O. Box 12425
Oakland, CA 94604

Mr. Don Dommer
Oakland Design Advocates
580 2nd Street
Oakland, CA 94607

Mr. David Full
ESA, Inc.
301 Brannan Street, Suite 200
San Francisco, CA 94107-1811

Mr. Marwin Washington
OCCUR
1419 Broadway, Room 811
Oakland, CA 94612

Ms. Vicki Johnson
OCD - Elmhurst
9680 Coral Road
Oakland, CA 94603

Ms. Joan Woodard
Sr. Vice President,
Bramalea Pacific
1221 Broadway, Suite 1800
Oakland, CA 94612

Mr. Warren Isaacs
Central Business
District Association
1305 Franklin Street, Suite 309
Oakland, CA 94612

Mr. Michael Sim
Jack London Merchants Association
London Lodge Hotel
423 7th Street
Oakland, CA 94619

Mr. Bill Lowe
North Oakland District
Community Council
6542 Tremont Street
Oakland, CA 94609

Ms. Marjorie Holloway
Oak Center Neighborhood
Association
1304 Magnolia Street
Oakland, CA 94607

Mr. Henri Simpson Thomas
United Neighbors for Cleanup
P.O. Box 70746
Oakland, CA 94612-0746

Oakland Chamber of Commerce
475 14th Street
Oakland, CA 94612

Mr. Ron Snyder
Oakland Community Organization
3914 East 14th Street
Oakland, CA 94601

Mr. R. Zachary Wasserman
Kennedy and Wasserman
1330 Broadway, Suite 1530
Oakland, CA 94612

John Woodbury
246 John Street
Oakland, CA 94611

Anthony Revelli, OD
1773 Broadway
Oakland, CA 94612

Richard and Jessica Whipple
21380 Western Boulevard
Hayward, CA 94541

Sam F. Anzalone
1962 San Pablo Avenue
Oakland, CA 94612

Stephen H. Hawley
150 Eucalyptus Avenue
Hillsborough, CA 94010

Chester Lee Investments
1555 Lakeside Drive, #170
Oakland, CA 94612

Robert and Elizabeth Nasty
c/o Bob Nasty and Sons
P.O. Box 31628
Oakland, CA 94604

Dale Simpson
PG&E, General Services Dept.
1919 Webster Street
Oakland, CA 94612

First Interstate Mortgage Company
245 So. Los Robles Avenue, 8th Fl.
Pasadena, CA 91109

Teddie and Marilyn Jacob
1693 Trestle Glen Road
Oakland, CA 94610

Adela Liberal
2103 San Pablo Avenue
Oakland, CA 94612

EBALDC
310 8th Street, Suite 100
Oakland, CA 94607

Annemarie Heaton
68 Salisbury Laan
Merelbeke 9220
Belgium

John Olson
Jefferson Court Apartments
3040 Valencia Avenue, Suite 6
Aptos, CA 95003

Blue Print Service Co., Inc.
149 Second Street
San Francisco, CA 94105

T.M. and Yoshie Chang
c/o William Chang
520 El Camino Real, #840
San Mateo, CA 94402

Brenda Pace
Pace Research Co.
1454 Elkhorn Road
Watsonville, CA 95076

First Church of Christ, Scientist
Lorene Rothi, Secretary
1701 Franklin Street
Oakland, CA 94612

Thomas Lile Associates
Attn: Carol
145 Natoma Street, 5th Floor
San Francisco, CA 94105

Emporium Capwell Company
c/o Carter Hawley Hale
550 South Flower Street
Los Angeles, CA 90071

Union Trust Co. of SF
c/o Carter Hawley Hale
550 South Flower Street
Los Angeles, CA 90071

Commercial Properties Inv. Co.
c/o Emanuel Furst
9465 Wilshire Boulevard #716
Beverly Hills, CA 90212

Michael & Carol Brazil
5477 Sontura Bourt
Castro Valley, CA 94552

Clara Lee Trust
1555 Lakeside Drive
Oakland, Ca 94612

Faramarz Farazian
Two Westminster Drive
Oakland, CA 94618

W. Chan & C Oi & C Ching
1788 Greenwich Street
San Francisco, CA 94123

A Cianciarulo, et al.
569 Augusta Drive
Moraga, CA 94556

John Farazian
1351 County Club Drive
Los Altos, CA 94024

American Savings & Loan Assn.
c/o Central Accounting
15725 East Whittier Boulevard
Whittier, CA 90607

Four Hundred Eighteen Ltd. &
N Tsui
c/o Donna Tsui
30 Irving Street, #1
San Franciscof, CA 94122

Jong & Yoon Bae
1723 Telegraph Avenue
Oakland, CA 94612

Charles & Sara Goldstone
177 19th Street, #1D
Oakland, CA 94612

Liang Sun
827 Forester Street
San Francisco, CA 94127

T.M & Yoshie Chang
c/o Jerry Swett
2671 El Camino Del Mar, #4
San Francisco, CA 94121

Bobby Langell Tr.
1001 Winsor Avenue
Oakland, CA 94610

Erma Delucchi
P.O. Box 11279
Oakland, CA 94611

Richard Kerr
American Recreation
Center Properties
P.O. Box 60729
Sacramento, CA 95860

Sze Kuen
926 MacArthur Boulevard
Oakland, Ca 94610

Heung-Ki & Soo Jun
1826 San Pablo Avenue
Oakland, CA 94612

Ira & Abe Feldstein Tr
1940 San Pablo Avenue
Oakland, CA 94612

C & S Chambers, et al.
1971 Telegraph Avenue
Oakland, CA 94612

Motor Parks Inc. &
Cullen Oakland, Inc.
c/o Thomas Gutierrez
619 So. New Hampshire Avenue
Los Angeles, CA 90005

Hyem Partnership, et al.
3508-J Mount Diablo Boulevard
Lafayette, CA 94549

Josephine Taormino et al.
c/o Patricia Taormino
1602 Flanigan Way
Petaluma, CA 94952

Neal Goodhue
100 Swan Way
Oakland, CA 94612

Stanley & Janice Hansen Trs
1201 Monument Boulevard, #33
Concord, CA 94520

Wing Tan & Karen S. Gee
221 Aberdeen Drive
San Carlos, CA 94070

Marvin Budderman
Budanza, Inc.
7961 Shay Drive
Oakland, CA 94605

W. Schwyhart
1972 San Pablo Avenue
Oakland, CA 94612

Emily Ray
1103 MacArthur Boulevard
San Leandro, CA 94577

Twentieth Street Properties
593 20th Street
Oakland, CA 94612

Athan & Alexander Poulos
593 20th Street
Oakland, CA 94612

Thomas & Sharlene Lackey
845 E. Meadow Avenue
Pinole, CA 94564

John & Marie Revelli
4000 Walnut Boulevard
Walnut Creek, CA 94596

H & I Kothe & W Wohlfromm
Autohaus
565 20th Street
Oakland, CA 94612

Richard Roti
29 Lakefront
Irvine, CA 92714

Bertolero Development Company
1450 Maria Lane #320
Walnut Creek, CA 94596

Mr. Steve Carp
FSLIC
523 West 6th Street, Suite 440
Los Angeles, CA 90014

Raymond Castor and David Self
2647 East 14th Street
Oakland, CA 94601

Grand Lake Investment Group
54 St. James Place
Piedmont, CA 94611

C Devoe & G Annes & A Berman
c/o Shakman Miller
208 So. Lasalle Street, #1200
Chicago, IL 60604

IX. APPENDICES

APPENDIX I.C.1: NOTICE OF PREPARATION AND INITIAL STUDY

NOTE: The project continues to undergo planning and design. The Initial Study reflected project parameters as they were known at the time the Initial Study was prepared. These parameters are subject to change as project planning progresses.

CITY OF OAKLAND

CITY HALL • ONE CITY HALL PLAZA • OAKLAND, CALIFORNIA 94612

Planning Department

TTY 839-6451

NOTICE OF PREPARATION
OF DRAFT ENVIRONMENTAL IMPACT REPORT

The Oakland City Planning Department is preparing a Staged Environmental Impact Report (EIR) for the project identified below, and we are requesting your comments on the scope and content of the EIR. We have prepared an "Initial Study" that identifies areas of probable environmental effects. These probable environmental effects are summarized below. The Initial Study is available at the Department of City Planning (note that some refinements have occurred to the project since the Initial Study was prepared).

The City of Oakland is the Lead Agency for this project, which means that we are the public agency with the greatest responsibility for either approving it or carrying it out. We are sending this notice to Responsible Agencies and other interested parties. Responsible Agencies are those public agencies, besides the City of Oakland, that also have a role in approving or carrying out the project. Responsible Agencies will need to use the EIR that we prepare when considering approvals related to the project.

When the Draft EIR is published, it will be sent to all Responsible Agencies and to others who respond to this Notice of Preparation or who otherwise indicate that they would like to receive a copy.

Please send us any response you may have within 30 days from the date you receive this notice. Your response, and any questions or comments, should be directed to Avril Tolley, Oakland City Planning Department, 421 14th Street, Oakland, CA 94612, telephone 273-3911. Please reference case number **ER89-07** in your response.

PROJECT TITLE: Oakland East Bay Galleria (Retail Center)
PROJECT LOCATION: Generally bounded by 20th Street on the north, Broadway on the east, 17th Street on the south, and San Pablo Avenue on the west. (See map on reverse.)
PROJECT SPONSOR: City of Oakland Redevelopment Agency

PROJECT DESCRIPTION: Retail center of approximately one million square feet of retail space, 600,000 square feet of office space and approximately 3,500 parking spaces. Retail buildings would be a maximum of three stories above grade and one below. Parking structures could have a maximum of seven levels above grade and two below. Office buildings could be between 10 and 15 stories high. The project would require acquisition of property in the site area by the Redevelopment Agency and relocation of existing businesses and residents. Because of the highly conceptual nature of the project, the first stage of the Staged EIR will evaluate the impacts of acquisition and relocation in detail, and other impacts at a more general level, to be examined in detail in a Supplemental EIR when the project is better defined.

PROBABLE ENVIRONMENTAL EFFECTS: Displacement of existing businesses and residents; increases in traffic and related noise and air quality effects; parking and circulation effects; increased demand for transit, fire, police, water, sewer, and solid waste services; increased demand for energy from nonrenewable sources; land use; aesthetic, shadow and view effects; effects on historic or cultural resources; hazardous materials; groundwater and soils; housing and employment; and growth inducement.

Charles S. Bryant

CHARLES S. BRYANT
Environmental Review Coordinator

DATE: April 23, 1990

File No. ER89-07

GROVE-SHAFTER FREEWAY
GROVE-SHAFTER FREEWAY
CITY HALL PLAZA
PUD 73-403
Project area boundaries
Retail Center
Case File: ER89-07

File No. ER89-07
Ref. No.

City of Oakland
Oakland, California

INITIAL STUDY
California Environmental Quality Act

I. DESCRIPTION OF THE PROJECT: Oakland Mixed-Use Retail Center (see attachment for details)

II. DESCRIPTION OF THE ENVIRONMENTAL SETTING:

SEE ATTACHMENT

III. ENVIRONMENTAL EFFECTS	Yes	Maybe	No	Source or Explanation
Geophysical. Will the proposal result in:				
1. Unstable earth conditions, including erosion or slides, or changes in geologic substructures either on or off the site?			X	
2. Major changes in topography or ground surface relief features?		X		See attachment
3. Construction on loose fill or other unstable land which might be subject to slides or liquefaction during an earthquake?			X	
4. Construction within one quarter mile of an earthquake fault?			X	
5. Substantial depletion of a nonrenewable natural resource or inhibition of its extraction?			X	
Air and Water. Will the project result in:				
6. Substantial air emissions, deterioration of ambient air quality or the creation of objectionable odors?		X		See attachment
7. Substantial degradation of water quality?			X	
8. Changed drainage patterns or increased rates or quantities of surface water runoff?			X	
9. Interception of an aquifer by cuts or excavations?			X	
Biotic. Will the project:				
10. Reduce the quantity of fish and wildlife in the project vicinity, interfere with migratory or other natural movement patterns, degrade existing habitats or require extensive vegetation removal?			X	
11. Reduce the numbers of any rare or endangered species of plants or animals?			X	
Land Use and Socio-Economic Factors. Will the project:				
12. Conflict with approved plans for the area or the Oakland Comprehensive Plan?		X		See attachment
13. Carry the risk of an explosion or the release of hazardous substances, including oil, pesticides, chemicals or radiation?		X		See attachment
14. Require relocation of residents and/or businesses?	X			" "
15. Cause a substantial alteration in neighborhood land use, density or character?	X			" "
16. Generate substantially increased vehicular movement or burden existing streets or parking facilities?	X			" "
17. Elicit substantial public controversy or opposition?		X		" "
18. Have a substantial impact on existing transportation systems or circulation patterns?	X			" "
19. Result in a substantial increase of the ambient noise levels for adjoining areas?		X		" "
20. Impose a burden on public services or facilities including fire, solid waste disposal, police, schools or parks?		X		" "
21. Impose a burden on existing utilities including electricity, gas, water, and sewers?		X		" "
22. Destroy, deface or alter a structure, object, natural feature or site of historic, architectural, archeological or aesthetic significance?	X			" "
23. Involve an increase of 100 or more feet in the height of any structure over any previously existing adjacent structure?		X		" "

Energy: Will the project:	Yes	Maybe	No	Source or Explanation
24. Use or encourage use of substantial quantities of fuel or energy?	___	X	___	See attachment

IV. MANDATORY FINDINGS OR SIGNIFICANCE (EIR required if answer to any of the following questions is "yes" or "maybe".)

	Yes	Maybe	No
a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?	___	X	___
b. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future.)	X	___	___
c. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.)	X	___	___
d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?	___	X	___

If any "yes" or "maybe" answers are marked, describe the specific nature of the environmental effects involved and their relationship to the project. (Use an attached sheet if necessary.) SEE ATTACHMENT

V. DETERMINATION:

On the basis of this initial evaluation:

☐ I find the proposed project WILL NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on an attached sheet have been added to the project. A NEGATIVE DECLARATION will be prepared.

☒ I find the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Name Charles S. Bryant Date August 4, 1989

Title Environmental Review Coordinator

I. DESCRIPTION OF THE PROJECT

The project is a mixed use retail center proposed by the Office of Economic Development and Employment, City of Oakland, California. The project could contain approximately one million square feet of retail space and approximately 3,500 parking spaces. Approximately 550,000 to 900,000 square feet of office space and additional future parking spaces could also be included. The retail space would consist of approximately 700,000 square feet in four major department stores, and 300,000 square feet in additional smaller specialty stores. Retail buildings would have a maximum of three stories above grade and one below. Parking in both structures and surface lots, could occur in one or more locations. Parking structures could have a maximum of seven levels above grade and two below. Initial occupancy is projected for the fall of 1993.

Up to three office buildings, if constructed, would probably be between 10 and 15 stories high. These would most likely be constructed in phases on the periphery of the retail center, but within the project area.

Project area boundaries have not been finally determined, but could include any of the blocks between 16th and 21st Streets and between Broadway and San Pablo Avenue. This 10-block area includes portions of Telegraph Avenue, 17th, 18th, 19th, William and 20th Streets. Any of these streets could be closed partially or entirely within the potential project area.

The project could include rehabilitation and reuse of the Fox Oakland Theater, which is listed on the National Register of Historic Places and is a City landmark. The Oakland Floral Depot, eligible for the National Register and rated "A", of the Highest Importance by the City of Oakland Cultural Heritage Survey, could be retained in place, or the facade retained and moved to another location within the potential project area. In either case, an office building could be constructed above, and set back from the facade.

II. DESCRIPTION OF THE ENVIRONMENTAL SETTING

The potential project area contains retail, restaurant, banking, office, residential, institutional, auto service, and parking (both surface and structure) uses. Most of the retail uses are small, with Emporium Capwell (at the southwest corner of 20th Street and Broadway) and I. Magnin (at the northwest corner of 20th Street and Broadway) being the largest. Two other large retail operations are Navlet's Garden Center, on the north side of 20th Street near Telegraph Avenue, and California Art Supply, on San Pablo Avenue at 17th Street.

Residential uses include residential hotels and multi-family housing. The Drake Hotel (20th and 16th Streets), the Westerner Hotel (San Pablo Avenue between William and 20th Streets), the Westerner Annex Hotel (San Pablo Avenue between William and 19th Streets), and the Hotel Royal (San Pablo Avenue at 20th Street) are residential hotels.

Three houses, with business and multi-family uses, are on the north side of William Street between San Pablo and Telegraph Avenues. Another house with multiple tenants is on the north side of 20th Street between San Pablo and Telegraph Avenues. Additional residential uses may occur in upper stories above ground floor commercial uses in buildings on San Pablo Avenue.

Uses in the vicinity of the potential project area include residential (including hotel) religious and small retail office on the west side of San Pablo Avenue and north of 21st Street, and office and retail on the east side of Broadway and south of 16th Street. A Pacific Gas and Electric substation is midway on 20th Street between Telegraph and San Pablo Avenues; it is not included in the project area.

The Saint Francis de Sales Cathedral is at the northeast corner of San Pablo Avenue and 21st Street, and the old YMCA, now the Hotel Hamilton, is at the northwest corner of Telegraph Avenue and 21st Street. The Cathedral Rectory, an apartment, four houses, and the Satellite Central Senior Housing Complex are located between the Cathedral and the Hotel Hamilton on 21st Street.

The Rotunda, proposed for retail and office uses but currently vacant, is south of the project area at the southwest corner of 16th Street and Telegraph Avenue where it meets Broadway.

Both within the project area and in its vicinity are a number of architecturally important structures, including buildings listed on the National Register, eligible or potentially eligible for listing on the National Register, City landmarks and those rated by Oakland's Cultural Heritage Survey as of Highest or Major Importance. The project area also includes portions of the Oakland Uptown Shopping/Entertainment District, and is adjacent to the Cathedral District and the Downtown District. On the basis of City staff evaluations, the Cathedral and Uptown districts are potentially eligible for National Register listing. The Downtown District has been determined by the Keeper of the National Register to be eligible for listing.

III. ENVIRONMENTAL EFFECTS

2. The project would include excavation for foundations, and for subsurface levels for parking, retail, and possibly office structures. The depth to ground water and subsurface soil conditions over the potential project area are not known. Suitability of site soils for proposed buildings, the need for dewatering and possible impacts on the storm drain system from disposal of groundwater need to be assessed.

6. Project-related uses would generate new vehicle travel both locally and on regional carriers. New vehicle trips would generate new emissions of criteria pollutants such as carbon monoxide (CO) and hydrocarbons (HC). The Bay Area is a nonattainment area for CO. Project construction would generate dust and particulates. The project could also include a number of odor-producing uses, such as fast food outlets.

12. The potential project area is zoned C-51 (Central Business Service), C-55 (Central Core), and C-55/S-8 (Central Core/Urban Street Combining Zone). The retail, parking and office uses proposed for the project are permitted in these zones. Portions of the project in the S-8 Combining Zone would be subject to Design Review. In 1985, the Oakland City Council adopted an amended Central District Urban Renewal Plan (CDURP) that defined, among other things, the boundaries of the Central District Redevelopment Area, development objectives, and general land uses. The project is designated commercial in the Oakland Comprehensive Plan (general plan). The project may or may not conform to all applicable zoning, Comprehensive Plan and Central District Urban Renewal Plan provisions. For example, a policy of the Circulation Element of the Comprehensive Plan is to include bikeways in the planning of new, reconstructed, or realigned streets. Under commercial and

Industrial Uses, a policy of the Land Use Element of the Comprehensive Plan is to help protect concentrations of structures with architectural or historical interest. A policy under Urban Design and Preservation is that every effort should be made to preserve older buildings and physical features and sites of significant historical, architectural, or other special interest or value.

13. Some past and existing land uses in the potential project area, such as gas stations, plating facilities, and auto repair shops, may have resulted in soil or groundwater contamination. This could include solvents, oil and gas, pesticides, and herbicides, among other substances. In addition, some of the buildings may have been constructed with asbestos-containing materials. The City will be conducting sampling studies. If contaminations or asbestos-containing materials occur within the potential project area, they could represent a health hazard.

14. The potential project area contains several single-family dwelling units that apparently serve as multi-family dwellings at present, an apartment, three residential hotels and approximately 40 retail businesses. There may also be residential uses in upper stories of buildings with ground-floor commercial uses along San Pablo Avenue. Some or most of these uses would be relocated. The City will be conducting a relocation survey to identify the type and number of occupants to be relocated.

15. See no. 14, above. The project would reduce the diversity of uses in the potential project area, while intensifying retail and possibly office uses. It would require relocation of some or most of the existing uses. It would also result in the demolition of a number of structures in the Uptown Shopping/Entertainment District, which is potentially eligible for the National Register, and possibly in the Downtown District, which is eligible for the National Register, and could result in the demolition or alteration of structures rated A and B in the Cultural Heritage Survey and eligible or potentially eligible for the National Register. The project would thus substantially alter the land use, density and character of the neighborhood.

16. The project would generate substantial new vehicle trips into the Central District and would greatly increase the demand for parking. The project as proposed would include about 3,500 parking spaces, and possibly more at a later time. The project could alter existing circulation routes through the closure of streets in the potential project area and realignment of streets within and outside the potential project area. The project thus could substantially burden existing traffic and parking facilities.

17. The project could be subject to substantial public controversy, primarily because of its size and potentially large area of impact.

18. See no. 16 above. The project could result in the closure or rerouting of existing streets. This would impact circulation patterns not only in the immediate project area, but also in areas served by affected streets. Telegraph Avenue carries numerous bus routes as well as relatively high vehicle volumes. The 17th Street and 18th/19th Streets couplet provides access to the I-980 freeway, carrying major peak-hour volumes.

    The potential project area is well-served by transit. A C Transit operates numerous north/south and east/west routes through the potential project area, and access to regional BART routes is provided at BART's 19th and 12th Street Stations in the project area vicinity. A number of entrances to the 19th Street BART Station are within the potential project area. The project would

be likely to generate substantial new transit trips.

19. Project-related construction and operation (primarily traffic) noise could perceptibly increase ambient noise levels. Construction noise impacts, while short-term, could also be substantial. A number of sensitive receptors (housing including senior housing and residential hotels, and churches) are located in the vicinity of the potential project area. The area has a large daytime population of office, retail and other workers who could be impacted by construction noise.

    New project traffic would generate noise. In addition, street closures and reroutings could result in higher volumes on existing streets both within and outside the potential project area. Additional study is needed to determine whether project-related traffic would result in noticeable increases in ambient noise levels.

20. The project would increase the density of the on-site population, and would increase employment opportunities in downtown Oakland, which could lead to some permanent population growth in Oakland (and possibly other parts of the Bay region). New on-site and residential population would require public services, and could impose a burden on existing services if sufficient capacity is not available.

21. See no. 20 above. Intensified uses on the site would result in increased demand for utilities, which could impose a burden on existing utilities if sufficient capacity is not available. Some utility lines may also have to be relocated or replaced for the project.

22. As discussed in the project description, the potential project area includes a number of significant architectural resources. The potential project area includes much of the Uptown Shopping/Entertainment District, which, on the basis of City staff evaluation, is potentially eligible for the National Register. This district includes the Fox Oakland and Paramount Theaters, both of which are listed on the National Register and are City landmarks. Also in the district is the Floral Depot, rated as of Highest Importance ("A") in the City's Cultural Heritage Survey; this building has officially been determined eligible for the National Register. The Emporium-Capwell building, also in the district, is rated "A" and is potentially eligible for National Register listing. The district also includes a number of other "A" and "B" rated buildings that may be altered or demolished for the project.

    The potential project area also includes a portion of the Downtown District, which has been determined eligible for the National Register. This district contains such buildings as City Hall, on the National Register and a City landmark; the Cathedral Building, also on the National Register; the Maclise Drug Store, a City landmark and potentially eligible for National Register listing; and the Rotunda Building, which appears to be eligible for the Register. Buildings in the potential project area, that are not within defined districts but considered to be of individual importance are the Navlet's Building on 20th Street near Telegraph Avenue, and the Hotel Royal Building, on San Pablo Avenue at 20th Street.

    Adjacent to the potential project area is the Cathedral District, which appears to be eligible for National Register listing. This district contains the Saint Francis de Sales Cathedral and other buildings of note, including the old YMCA, now the Hotel Hamilton. Also adjacent to the potential project area is the First Baptist Church at the northwest corner of 21st Street and Telegraph Avenue, and the Hanifin Block and Friedman's Appliance Co. Building

on the west side of San Pablo north of 19th Street. These buildings are considered to have individual merit.

The project could substantially alter the fabric of the Uptown Shopping/Entertainment District through demolition and alteration of buildings within it. The Fox Oakland Theater may be included as part of the project, in which case it could be restored in its entirety, or at a maximum be completely gutted and renovated in its interior. Uses could be a theater, retail, cultural, or a combination of these. The Emporium-Capwell building would continue as a retail use on lower floors, possibly with office above. The Floral Depot facade could be retained in place or moved. In either case, an office building could be constructed above and set back from the facade.

The Hotel Royal and Navlet's Buildings could be demolished or altered and their settings would be altered. The project could also impact the Downtown District through demolition. This and the Cathedral District could be impacted by alterations to the adjacent setting.

23. Retail and parking structures would be lowrise. Office buildings could, however, represent an increase of 100 feet or more in height over existing structures, and could therefore have impacts on the scale of development in the area of wind, shadows, and other related factors.

24. Construction could require substantial expenditures of energy resources. The project would intensify uses in the project area and could substantially increase energy consumption both directly through project operation, and indirectly from project-related traffic.

IV. MANDATORY FINDINGS OF SIGNIFICANCE

a.&b. The project could result in the loss or alteration of significant historical and architectural resources in and around the potential project area.

c. The project would occur in a context of other major development (office, retail and industrial) in the City of Oakland. The cumulative effects of these developments could be considerable.

d. The project would substantially alter and intensify uses in the project area and could generate significant adverse effects both on and off-site, as discussed above.

APPENDIX I.C.2: RESPONSES TO THE NOTICE OF PREPARATION

BAY AREA RAPID TRANSIT DISTRICT
800 Madison Street - Lake Merritt Station
P.O. Box 12688
Oakland, CA 94604-2688
Telephone (415) 464-6000

April 27, 1990

Avril Tolley
Oakland City Planning Department
421 - 14th Street
Oakland, CA 94612

NELLO BIANCO
PRESIDENT

ERLENE DeMARCUS
VICE-PRESIDENT

FRANK J. WILSON
GENERAL MANAGER

DIRECTORS

JOE FITZPATRICK
1ST DISTRICT

NELLO BIANCO
2ND DISTRICT

SUE HONE
3RD DISTRICT

MARGARET K. PRYOR
4TH DISTRICT

ERLENE DeMARCUS
5TH DISTRICT

JOHN GLENN
6TH DISTRICT

WILFRED T. USSERY
7TH DISTRICT

ARLO HALE SMITH
8TH DISTRICT

MICHAEL BERNICK
9TH DISTRICT

Subject: Draft Environmental Impact Report (ER89-07)
Oakland East Bay Galleria

Dear Mr. Tolley:

BART appreciates receiving the Notice of Preparation for the subject EIR. Due to the opportunities for a strong link between BART and the proposed project, we ask that the following issues be addressed in the EIR:

1) Pedestrian circulation as it relates to BART entrances to our 19th Street Station.

2) The opportunity for direct internal access to BART from the proposed project.

In the hope of furthering the concept of BART as a valuable asset to the project and of promoting BART's integration as a vital planning factor throughout the process, we would like to offer our full cooperation should you need any information regarding the BART system. Any questions should be directed to Michele Jacobson, Transportation Planner, at 464-6148.

We wish to continue receiving future information regarding the Oakland East Bay Galleria. Please include me on your project distribution list.

Sincerely,

Dale A. Fousel
Supervisor, Service Integration Planning

cc: G. Gleichman
R. Hill
M. Jacobson

MTC
METROPOLITAN
TRANSPORTATION
COMMISSION

April 30, 1990

Alameda County
ALEX GIULIANI
EDWARD R. CAMPBELL

Contra Costa County
ROBERT I. SCHRODER
STEVE WEIR
Vice-Chair

Marin County
ROBERT B. STOCKWELL

Napa County
FRED NEGRI

San Francisco-
City and County
DORIS W. KAHN
HARRY G. BRITT

San Mateo County
JANE BAKER
TOM NOLAN

Santa Clara County
JAMES T. BEALL, JR.
ROD DIRIDON
Chairperson

Solano County
JAMES SPERING

Sonoma County
WILLIAM R. LUCIUS

Association of
Bay Area Governments
DIANNE MCKENNA

S.F. Bay Conservation
and Development
Commission
ANGELO J. SIRACUSA

State Business,
Transportation and
Housing Agency
BURCH BACHTOLD

Oakland City Planning Department
421 14th Street
Oakland, CA 94612

Attention: Avril Tolley
Subject: Notice of Preparation, Draft Environmental Impact Report for Oakland East Bay Galleria (Case # ER89-07)

Dear Mr. Tolley:

This letter contains Metropolitan Transportation Commission (MTC) staff recommendations on the regional transportation system analysis that should be included in the Draft EIR for the Oakland East Bay Galleria project. The project would include about one million square feet of retail space, 600,000 square feet of office space, and 3,500 parking spaces. The site is located in downtown Oakland and is bounded by San Pablo Avenue, Broadway, 17th Street, and 20th Street.

1. Basic Traffic Impact Information. The Draft EIR should provide the following information for I-880, I-980, I-580, Highway 24, State Route 123 (San Pablo Avenue) and other arterials and local streets expected to be affected by future development:

* existing traffic
* estimates of project generated traffic
* year 2005 or 2010 projections of traffic generated by anticipated development in the project's vicinity

The traffic analysis should be presented as ADT, peak hour trips, and peak hour level of service.

2. Trip Generation Rates. The project's traffic analysis should assume trip generation rates that will allow for a "reasonable worst case" analysis, as required by CEQA. We recommend using ITE or Caltrans' trip generation rates or rates found to exist at similar development sites. If the latter is used, the Draft EIR should provide information about these developments and their trip generation rates.

3. Transit Service Impacts. The Draft EIR should discuss existing and proposed public transit service in the vicinity of the project. The discussion should distinguish between committed improvements, and those that are planned, but have not yet been approved or funded. The Draft EIR should also include an estimate of transit usage expected to result from the proposed project and define any changes to transit service, such as decreased headways, that would be needed to serve the project.

Executive Director
LAWRENCE D. DAHMS

Deputy Executive Director
WILLIAM F. HEIN

4. Traffic Mitigation Measures. The Draft EIR should identify feasible traffic mitigation measures for mitigating traffic congestion resulting from future development. The Draft EIR should provide cost estimates for mitigation measures and identify the responsible party for implementing and funding proposed measures. It should also be noted that sometimes a proposed set of mitigations ultimately does not perform as well as was predicted. With this in mind, the Draft EIR should propose additional mitigations to be implemented to address potential outstanding significant traffic impacts. It is also suggested that the Draft EIR contain a monitoring program for all mitigations suggested, as described in Assembly Bill 3180 (Chapter 1232, Statutes of 1988).

Thank you for the opportunity to comment on this Notice of Preparation. We look forward to reviewing the Draft EIR for the Oakland East Bay Galleria project.

Very truly yours,

Keith Mattson
Environmental Review Officer

KM:rbp
6849p-65

cc: Commissioner Giuliani
Commissioner Campbell

ER 89 07
Rec'd 5.14.90

John Farazian
1351 Country Club Drive
Los Altos, CA 94024
Tel: (415) 948-3928

1 May 1990

Mr. Tolley
Oakland City Planning Department
421 14th Street
Oakland, CA 94612

RE: Case Number ER89-07,
Oakland East Bay Galleria Retail Center

Dear Mr. Tolley,

As the General Partner represnting the owners of the property located at:

1717-1721 Broadway, Oakland

I would like to express our concerns about the possibility of our building being included in the Oakland East Bay Galleria Retail Center.

We have two very successful tenants on the Broadway side of our building, Breuners and Alphagraphics, and we believe the relocation of successful businesses on Broadway will bring unnecessary hardship to these businesses and the property owners.

It has taken a long time for the retail trade along Broadway to become viable and we do not want to see that Broadway takes steps backward. We believe any decision in that direction would be a major mistake and should be avoided.

Let us not destroy successful ongoing businesses as the expense for building a retail center which its success yet to be tested.

Sincerely,

John F. Farazian
General Partner

THE AUTOHAUS
565 20TH STREET
OAKLAND, CA 94612

May 1, 1990

Oakland City Planning Department
421 14th Street
Oakland, CA 94612

Attn: Avril Tolley

Re: ER 89-07

In response to your letter of April 23, 1990, please be advised that we have an auto repair business at 565 20th Street, an area incorporated in the regional shopping center.

We are not opposed to the construction of the shopping center. We believe that downtown Oakland needs to be revitalized.

Nevertheless, taking into consideration that we have been conducting business at the same location since May 1969, supporting the City of Oakland through our sales taxes and business license fees, it is our sincere hope that the city would likewise support us in reaching an equitable solution to the destruction of our livelihood.

Very truly yours,

THE AUTOHAUS

W. Wohlfromm, Co-Owner

ER89-07

PACE RESEARCH COMPANY
1454 Elkhorn Rd., Watsonville, CA 95076 (408) 728-4548 FAX 728-9277

May 3, 1990

RECEIVED
MAY 3 19
CITY PLANNING COMMISSION
ZONING DIVISION

Avril Tolley
Oakland City Planning Department
421 114th Street
Oakland, CA 94612

Case No. ER89-07

Dear Mr. Tolley,

I am in receipt of your request for comments on the Oakland East Bay Galleria. I am the property owner at 505 17th Street.

I am very much in favor of the development of the regional shopping center. Oakland is the largest market of unmet retail demand that I have ever studied. The center will have a tremendous impact on the rejuvenation of downtown Oakland and the credibility of Oakland as a positive place to live. It cannot happen soon enough.

Parking is my only concern and this would be alleviated with a form of shared parking. This would allow a considerable number of monthly spaces during the week when the center's parking requirements are not so high.

Sincerely,

Brenda Pace

Brenda C. Pace

CITY OF OAKLAND
Interoffice Letter

To: City Planning Department Attention: Charles S. Bryant Date: May 11, 1990

From: Police Department - CSD

Subject: Oakland East Bay Galleria
ER89-07

We have reviewed the Notice of Preparation of the Environmental Impact Report for the Oakland East Bay Galleria. The following suggestions are offered to help reduce the vulnerability of this project to crime. These suggestions are valid regardless of what the final design entails.

The design consultants must contact the Community Services Division for assistance on the following:

Crime Prevention Through Environmental Design

Hardware specification

Graphics

Access control

Construction crime prevention

The Community Services Division has the responsibility of EIR and Design review for the Police Department. Please instruct your staff and consultant to call Officer Curt Wengeler or myself at 273-3066.

Freddie L. Peoples
Lieutenant of Police
Community Services Division

RECEIVED
MAY 11 1990
CITY PLANNING COMMISSION
PLANNING DIVISION

ER 89-07

ANTHONY J. REVELLI, O.D. F.A.A.O.

1773 BROADWAY □ OAKLAND, CALIFORNIA 94612 (415) 832-5625

RECEIVED

MAY 21 1990

CITY PLANNING COMMISSION
ZONING DIVISION

May 17. 1990

Avril Tolley
Oakland City Planning Department
421 14th St.
Oakland. CA 94612

RE: ER89-07

Dear Sirs:

The proposed Oakland East Bay Galleria (Retail Center) would have a very negative impact on not only a building we own in downtown Oakland but also on my private practice of optometry. My practice, which has been in our family for seventy years, has been located on Broadway since 1928 in the same location. After 15 years of searching we have been able to accomplish what every small businessman strives to achieve; we purchased our own building. After years of hard work, planning and considerable expense we restored this landmark art deco building at 1773 Broadway to its original intent and beauty. This building was built in 1933 when this part of Oakland, known as Uptown Oakland, was in its full splendor. In keeping with the apparently forgotten spirit of downtown restoration, we made every effort to renovate this building to its original idea and concept. No costs were spared in restoring this 10,000 square foot building and the extra expense in making sure that this building was redesigned to meet current earthquake specifications has greatly paid off in view of the October 17th earthquake. Our building, unlike most other buildings in the downtown area. suffered no damage and was even available to take in those who were displaced from their damaged buildings. To destroy a seismically sound. beautifully-renovated building in order to make way for a BART plaza makes no sense either practically or economically.

Our building located at the corner of 19th and Broadway is not only a historical and key building to the beautification of Broadway. but its location and convenience is also responsible for the success and growth of my optometric practice. Our patients have come to identify our office with a Broadway location. Our corner location at 19th and Broadway is a valuable landmark for easy identification, especially considering the large number of elderly and partially-sighted patients that we serve. I chose this location for many reasons but a primary reason was the

ANTHONY J. REVELLI, O.D. F.A.A.O.

1773 BROADWAY □ OAKLAND, CALIFORNIA 94612 (415) 832-5625

proximity to BART. The 19th St.BART station promotes public transportation for a wide range of patients that come from San Francisco, Contra Costa County and southern Alameda County many of whom are elderly and have to rely on public transportation. We have always promoted the use of BART which also helps to reduce traffic congestion and helps to alleviate the already difficult parking situation in downtown. Our location is also central for the use of the City Parking lot on 19th St. and for easy access to the Grove Shafter freeway from 19th St. Our location has been extremely beneficial in maintaining existing patients and attracting new patients, which has resulted in a substantial growth in our practice since moving to this location.

The loss of this location would result in the demise of this practice and one more small business in an already decreasing number of small businesses in Oakland's downtown. This project would also be eliminating or severly penalizing other businesses that have been the most loyal and supportive of the downtown community.

This project will also have a very negative impact on the value of my practice. The value of this practice or any small business is only as good as its lease. Due to the fact that I will not be able to duplicate this location and building situation, I will be forced into a rental or lease situation. As an owner I can control the lease arrangements for the future sale of this practice and can guarantee that the value of my practice will remain secure.

Essentially there is no other location on Broadway that can provide such a visible and ideal location, proximity to BART, building size and condition that is affordable or makes sense for me or any small business to occupy. I feel that my building is so valuable to my practice and future livelihood that in terms of replacement it is impossible to reproduce.

I also feel that this retail project would have a negative impact on the character of Broadway. Broadway is being squeezed out by the big developer who is reducing the number of owner-occupied businesses that are so important to the pride and spirit of a downtown business community.

ANTHONY J. REVELLI, O.D. F.A.A.O.

1773 BROADWAY □ OAKLAND, CALIFORNIA 94612 (415) 832-5625

All of these reasons still do not take into account the intangibles which cannot be compensated (ie. disruptions, inconveniences and energies involved in planning, locating, designing and moving a well-established practice.) The impact on my practice and personal well-being would be devastating.

I recommend that the City of Oakland reconsider the scope of this project by leaving Broadway in tact. I hope you will realize the impact of what this project will do to Broadway and the drastic negative effects it will have on my business and property as well as the other surrounding small businesses.

Sincerely,

Anthony J. Revelli, O. D.
1773 Broadway
Oakland, CA 94612

AJR/ls

May 17, 1990

RECEIVED

MAY 22 1990

CITY PLANNING COMMISSION
ZONING DIVISION

Avril Tolley
Oakland City Planning Department
421 - 14th Street
Oakland, CA 94612
To Whom It May Concern:

RE: Case No. ER89-07
Oakland East Bay Galleria

As requested, we are responding to your inquiry with regards to the impact of the above described project. We are the owners of the recently renovated building at 1771-1773-1775 Broadway (corner of 19th and Broadway).

When we purchased this building approximately three years ago, it was literally an eyesore with vagrants using its alcove for their bedroom and bathroom. Originally built in 1933 with an Art Decco Terra Cotta motif, it had been remodeled in the late 1940's and more recently neglected. Seeing that this building had obtained "Landmark" status, it was our intent to improve a very visable piece of downtown Oakland to the condition it so deserved and for it to become a long term investment on our part. We returned the structure back to its originally intended Art Decco design and did so sparing no expense in our renovation costs. All of the improvements were done by private development/owner-users using no city subsidies. The building was upgraded to meet all codes, fully sprinkled, Title 24 insullated, equipped with handicapped facilities and seismically retrofitted (our building sustained no damage as a result of the October 17, 1989 earthquake, and in fact is housing other displaced Oakland tenants). The result is a beautiful corner in Downtown Oakland that was recently nominated for a prestigious architectural award (the 1990 Orchid).

We hope that the City and its officials will not arbitrarily plot out on a map an area to be earmarked as redevelopment without first physically viewing that area. Since our renovation, the two buildings adjacent to us have been remodeled, and Capwells in the next block is currently under reconstuction. Redevelopment should occur in the blighted areas of a city and when Broadway is included in this redevelopment, no longer are we talking about the City aquiring distressed buildings, but first class-upgraded buildings. Financially the impact to aquire these prime pieces of real estate on the City would be costly. In addition, the compensation to our professional tenants who depend on this visable location as a major source of their practices would be great. In light of these facts, the City of Oakland should consider reuse and recognition of our historic landmark building and those like ours on Broadway.

We hope that the points we have brought up will be carefully considered and adhered to when the scope of this project is being determined.

Sincerely,

Michael W. Brazil
Carol A. Brazil
5477 Sontura Court
Castro Valley, CA 94552
(415)886-4640

cc: Mayor Lionel Wilson
Oakland City Council (8 members)

ER89-07

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

ALAMEDA COUNTY
Edward R. Campbell
Shirley J. Campbell
(Chairperson)
Chuck Corica
Frank H. Ogawa

CONTRA COSTA COUNTY
Paul L. Cooper
(Secretary)
Sunne Wright McPeak

MARIN COUNTY
Al Aramburu

NAPA COUNTY
Bob White

SAN FRANCISCO COUNTY
Harry G. Britt
Jim Gonzalez

SAN MATEO COUNTY
Gus J. Nicolopulos
Anna Eshoo

SANTA CLARA COUNTY
Martha Clevenger
Rod Diridon
Roberta H. Hughan
Susanne Wilson

SOLANO COUNTY
Osby Davis
(Vice Chairperson)

SONOMA COUNTY
Jim Harberson

May 21, 1990

City of Oakland
Planning Department
421 14th Street
Oakland, California 94612

RECEIVED
MAY 24 1990
CITY PLANNING COMMISSION
ZONING DIVISION

Attention: Avril Tolley

Dear Mr. Tolley

We have received the Notice of Preparation (NOP) of a Draft Staged Environmental Impact Report (DSEIR) for the Oakland East Bay Galleria (Case# ER89-07). The proposed project consists of approximately one million square feet of retail space, 600,000 square feet of office space and 3,500 parking spaces. The project area is generally bounded by 20th and 17th Streets and Broadway and San Pablo Avenue in Oakland's Central District.

We recommend that the DSEIR include an air quality impact analysis and a commitment to appropriate mitigation measures if air quality problems are indicated. The analysis should take into account impacts of the development of the East Bay Galleria and the cumulative impacts of all predictable development in the vicinity of the project. We note that this proposed project is a part of the extensive redevelopment of the Central District. Therefore, we urge that particular attention be given to assessing cumulative impacts.

Recommended methods for conducting the air quality analysis, and for choosing among potential mitigation measures, are contained in the GUIDELINES cited at the end of this letter. At a minimum, the analysis should include the following elements:

1. Evaluate whether existing sources of criteria air pollutants, odorous compounds, or toxic air contaminants, if any, located near the project site could cause health or nuisance problems for future employees and customers.

2. Estimate emissions of ozone precursors (nitrogen oxides and volatile organic compounds) and fine particulate matter (PM_{10}) from project-generated and cumulative traffic. Although the design of the Galleria

is still conceptual in nature, it should nonetheless be possible to provide in the DSEIR estimates of trip generation rates, and from these estimates, derive estimates of vehicle emissions.

3. Calculate worst-case carbon monoxide (CO) concentrations at the most congested and heavily traveled intersections affected by project-generated and cumulative traffic. We urge that consideration be given to the potential contribution of the proposed parking structures to local CO concentrations.

4. Assess the significance of the impacts identified in Items 1 through 3. "Significance" is defined in the GUIDELINES and includes, among other indices, predictions of concentrations of CO - or any other air contaminant - greater than State or federal standards.

5. If the above analyses identify significant air quality impacts, the DSEIR should (1) propose appropriate mitigation measures and alternatives, (2) quantitatively evaluate their effectiveness in mitigating impacts, (3) indicate who will be responsible for implementing each mitigation measure and, (4) report on how implementation will be ensured. For impacts due to project-generated traffic, we particularly recommend trip reduction measures, such as programs for employees that encourage ridesharing, transit use, and bicycling. Programs that encourage the use of transit by potential customers should also be considered. We note that the project is ideally located to take advantage of the existing BART and AC Transit systems. We encourage the City to require the integration of strong transportation control measures into the design and content of the East Bay Galleria.

6. The NOP indicates that there may be some soil and groundwater contamination at the project site. We urge that the results of any assessment of contamination and any suggested remedial actions, be included in the DSEIR for public review. Please note that if contamination is found, then depending on the nature of the activities, toxic remediation may be subject to a variety of BAAQMD regulatory mechanisms, including permit requirements, the application of our Air Toxics Risk Screening Procedure, the limitations set forth in Regulation 8, Rule 2 (Organic Compounds, Miscellaneous Operations), Rule 40 (Aeration of Contaminated Soil and Removal of Underground Storage Tanks), and Rule 47 (Air Stripping and Soil Vapor Extraction Operations). We recommend that the City of Oakland contact our Permit Services Division for further information.

Copies of the BAAQMD publication AIR QUALITY AND URBAN DEVELOPMENT - GUIDELINES FOR ASSESSING IMPACTS OF PROJECTS AND PLANS (1985) were sent to all Bay Area Planning Directors in 1986. Additional copies are available from the BAAQMD Public Information Office.

If you have any questions, please contact Michael Murphy, Planner, at (415) 771-6000, extension 133.

Sincerely,

Milton Feldstein
Air Pollution Control Officer

cc: BAAQMD Director Shirley J. Campbell
BAAQMD Director Edward R. Campbell
BAAQMD Director Chuck Corica
BAAQMD Director Frank H. Ogawa

MF:MM:lm

DEPARTMENT OF TRANSPORTATION
BOX 7310
SAN FRANCISCO, CA 94120
(415) 923-4444

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PLANNING COMMISSION
ZONING DIVISION

May 23, 1990

ALA-980-0.71
SCH# 90030318
ALA980002

Charles S. Bryant
Environmental Review Coordinator
City Hall, One City Hall Plaza
Oakland, CA 94612

SUBJECT: Oakland East Bay Galleria (Retail Center)
One Million Square Feet of Retail Space, 600,000 Square Feet of Office Space, and approximately 3,500 Parking Spaces - Notice of Preparation

Dear Mr. Bryant

Thank you for including the Department of Transportation (Caltrans) in the environmental review process for the above-referenced Notice of Preparation. Traffic impacts to State highway facilities are germane to our agency's statutory responsibilities and should be addressed in the environmental document in terms of the following:

a) Trip generation, distribution, and assignment. The assumptions and methodologies used in developing this information should be explained.

b) ADT, AM and PM peak hour volumes and LOS for State Routes 24, 580, 880 and 980, and for all affected streets and highways including freeway ramps, crossroads and controlling intersections for existing and future traffic.

At present, the Ala 580-980-880-80 Corridor is particularly congested due to the loss of the Cypress section capacity. Large developments such as this should be carefully studied, and alternatives dealing with traffic access to and from the development should be examined.

The possibility for queuing on the off-ramps with resultant backup on to freeways should be examined at the following locations:

Westbound I-980/18th Street
Eastbound I-980/17th Street
Northbound I-880/Broadway
After I-880 reconstruction, Southbound
I-880/Market Street

c) Future conditions for the affected facilities with cumulative traffic generated by all approved and proposed developments in the area. Coverage should include all traffic that would affect the facilities evaluted and should not be limited to projects under the jurisdiction of the lead agency. Yerba Buena Center should be included in this analysis. The traffic generated by occupation of currently vacant spece should be included as well.

d) Mitigations that consider highway and non-highway improvements and services. Special attention should be given to the development of alternative solutions to circulation problems which do not rely on increased highway construction. For example, include methods of traffic demand management and public transit development.

e) All mitigations proposed should be fully discussed in the environmental document. These discussions should include but not be limited to the following areas:

financing,
scheduling,
implementation responsibilities,
monitoring responsibilities.

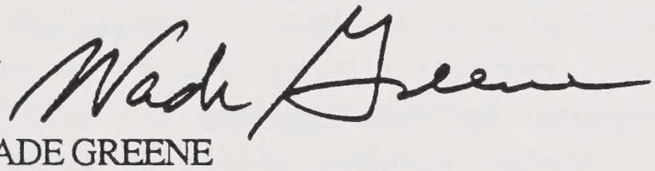
We look forward to reviewing the Draft EIR. We expect to receive a copy from the State Clearinghouse. However, to expedite the review process, you may send two copies in advance to the undersigned contact person for this agency at the following address:

WADE GREENE
District CEQA Coordinator
Caltrans District 4
P.O. Box 7310
San Francisco, CA 94120

If you have any questions regarding these comments, please feel free to contact Alice Jackson of my staff at (415) 557-2483.

Sincerely yours,

BURCH C. BACHTOLD
District Director

by 

WADE GREENE
District CEQA Coordinator

cc: Loreen McMahon, State Clearinghouse
Susan Pultz, MTC
Sally Germain, ABAG
Gary Adams, ATSD Coordinator

STATE OF CALIFORNIA—THE RESOURCES AGENCY GEORGE DEUKMEJIAN, Governor

DEPARTMENT OF CONSERVATION
DIVISION OF ADMINISTRATION
DIVISION OF MINES AND GEOLOGY
DIVISION OF OIL AND GAS
DIVISION OF RECYCLING

1416 Ninth Street
SACRAMENTO, CA 95814
TDD (916) 324-2555
ATSS 454-2555

(916) 445-8733

May 23, 1990

Mr. Avril Tolley
Oakland Redevelopment Agency
421 - 14th Street
Oakland, CA 94612

Dear Mr. Tolley:

Subject: Notice of Preparation (NOP) of a Draft Environmental Impact Report (EIR) for the Oakland East Bay Galleria Project, **SCH# 90030318**

Thank you for forwarding the NOP for the Oakland East Bay Galleria Retail Center. The project is bounded by 20th Street, Broadway, 17th Street and San Pablo Avenue in the City of Oakland, California. The Department of Conservation's Division of Mines and Geology (DMG) has special expertise in evaluating geologic and seismic hazards, as well as mineral resource issues. We will review the relevant information and analysis when we receive your subsequent documents from the State Clearinghouse.

The Draft EIR should include a complete description of the geologic and seismic environment. According to the project description, the project will develop one million square feet of retail space, 600,000 square feet of office space and approximately 3,500 parking spaces. The retail building will be a maximum of three stories above grade and one below. Parking structures will be a maximum of seven stories above grade and two below. The office buildings may be ten to fifteen stories high.

The geologic and seismic environment in the vicinity of the project includes active faults and soil stability hazards, as discussed below. DMG Note 43, "Recommended Guidelines for Determining the Maximum Credible and the Maximum Probable Earthquakes", and DMG Note 46, "Guidelines for Geologic/Seismic Considerations in Environmental Impact Reports", are enclosed. These documents may aid in the determination of the impacts from earthquakes on nearby active faults and other geologic hazards on the project.

1. The Hayward Fault is located approximately 3-1/4 miles east of the project site. This Fault is zoned under the Alquist-Priolo Special Studies Zones Act of 1972 and has been historically active. The Hayward Fault has a maximum

credible earthquake magnitude (MCE) of 7.5. Recent evaluation of seismic hazards by DMG indicates that shaking of intensity IX can be expected at the project site from a major earthquake on the Hayward Fault (Steinbrugge, 1987). In addition, strong seismic shaking associated with an earthquake on the more distant San Andreas Fault, MCE of 8.25 (Davis and others, 1982), or Calaveras Fault, MCE of 7.5, can be expected at the site. Because of the proximity of the project to active faults, the Draft EIR should address hazards related to earthquakes, including estimates of potential strong ground motion at the site, the potential for surface rupture, liquefaction, settlement, lateral spreading and the static and dynamic stability of any cut or fill slopes and retaining walls. Data to support the analysis should be appended to the Draft EIR. If methods of mitigation are needed, they should be included in the Draft EIR so that they can be reviewed.

2. The project site is underlain by Quaternary age materials that are described as varying from beach (?) and dune sand deposits to alluvium deposits (Helley and others, 1979). In addition, the southern portion of the project site may lie within an area identified as historic marshlands (Nichols and Wright, 1971). These soils may be subject to differential settlement, liquefaction and ground amplification from seismic shaking. The Draft EIR should provide sufficient soils data and analysis to determine the extent of any potentially-unstable soils, analyses of the impacts of these geologic conditions on the proposed development, and provide general methods of mitigation.

If you have any questions regarding these comments, please contact Zoe McCrea, Division of Mines and Geology Environmental Review Officer, at (916) 322-2562.

Sincerely,

Dennis J. O'Bryant

Dennis J. O'Bryant
Environmental Program Coordinator

DJO:KC:skk
Enclosures

cc: Zoe McCrea, Division of Mines and Geology
Kit Custis, Division of Mines and Geology

References:

Davis, J.F., and others, 1982, Earthquake Planning Scenario for a Magnitude 8.3 Earthquake on the San Andreas Fault in the San Francisco Bay Area, DMG Special Publication 61, 160 pp.

Helley, E.J. and others, 1979, Flatland deposits of the San Francisco Bay Region, California--their geology and engineering properties, and their importance to comprehensive planning, USGS Professional Paper 943, 88 pp.

Nichols, D.R., and Wright, N.A., 1971, Preliminary Map of Historic Margins of Marshland, San Francisco Bay, California, USGS Basic Data Contribution 9.

Steinbrugge, K.V., and others, 1987, Earthquake Planning Scenario for a Magnitude 7.5 Earthquake on the Hayward Fault in the San Francisco Bay Area, DMG Special Publication 78, 234 pp.

CALIFORNIA DIVISION OF
MINES AND GEOLOGY

CDMG
NOTE 43

RECOMMENDED GUIDELINES FOR DETERMINING THE MAXIMUM CREDIBLE AND THE MAXIMUM PROBABLE EARTHQUAKES

The following guidelines were suggested by the Geotechnical Subcommittee of the State Building Safety Board on 3 February 1975 to assist those involved in the preparation of geologic/seismic reports as required by regulations of the California Administrative Code, Title 17, Chapter 8, Safety of Construction of Hospitals. CDMG is currently using these guidelines when reviewing geologic/seismic reports.

Maximum credible earthquake

The maximum credible earthquake is the maximum earthquake that appears capable of occurring under the presently known tectonic framework. It is a rational and believable event that is in accord with all known geologic and seismologic facts. In determining the maximum credible earthquake, little regard is given to its probability of occurrence, except that its likelihood of occurring is great enough to be of concern. It is conceivable that the maximum credible earthquake might be approached more frequently in one geologic environment than in another.

The following should be considered when deriving the maximum credible earthquake:

(a) The seismic history of the vicinity and the geologic province;
(b) the length of the significant fault or faults which can affect the site within a radius of 100 kilometers; (See CDMG Preliminary Report 13);
(c) the type(s) of faults involved;
(d) the tectonic and/or structural history;
(e) the tectonic and/or structural pattern or regional setting (geologic framework);
(f) the time factor shall not be a parameter.

Maximum probable earthquake (functional-basis earthquake)

The maximum probable earthquake is the maximum earthquake that is likely to occur during a 100-year interval. It is to be regarded as a probable occurrence, not as an assured event that will occur at a specific time.

The following should be considered when deriving the "functional-basis earthquake":

(a) The regional seismicity, considering the known past seismic activity;
(b) the fault or faults within a 100 kilometer radius that may be active within the next 100 years;
(c) the types of faults considered;
(d) the seismic recurrence factor for the area and faults (when known) within the 100 kilometer radius;
(e) the mathematic probability or statistical analysis of seismic activity associated with the faults within the 100 kilometer radius (the recurrence information should be plotted graphically);
(f) the postulated magnitude shall not be lower than the maximum that has occurred within historic time.

PYA, JES, RWS 2/75

STATE OF CALIFORNIA THE RESOURCES AGENCY DEPARTMENT OF CONSERVATION

For a list of geologic maps and reports available from the California Division of Mines and Geology, write to the California Division of Mines and Geology, P.O. Box 2980, Sacramento, CA 95812, or visit our District offices in SACRAMENTO, 2815 "O" Street, (916) 445-5716, SAN FRANCISCO, Room 2022, Ferry Building, (415) 557-0633; LOS ANGELES, Room 1065, 107 South Broadway, (213) 620-3560

CALIFORNIA DIVISION OF
MINES AND GEOLOGY

CDMG
NOTE 46

GUIDELINES FOR GEOLOGIC/SEISMIC CONSIDERATIONS IN ENVIRONMENTAL IMPACT REPORTS

The following guidelines were prepared by the Division of Mines and Geology with the cooperation of the State Water Resources Control Board to assist those who prepare and review environmental impact reports.

These guidelines will expedite the environmental review process by identifying the potential geologic problems and by providing a recognition of data needed for design analysis and mitigating measures. All statements should be documented by reference to material (including specific page and chart numbers) available to the public. Other statements should be considered as opinions and so stated.

1. CHECKLIST OF GEOLOGIC PROBLEMS FOR ENVIRONMENTAL IMPACT REPORTS

GEOLOGIC PROBLEMS		Could the project or geologic event cause environmental problems?			Is this conclusion documented in attached reports?	
PROBLEM	ACTIVITY CAUSING PROBLEM	NO	YES	ENVIRONMENTAL PROBLEMS	NO	YES
EARTHQUAKE DAMAGE	Fault Movement					
	Liquefaction					
	Landslides					
	Differential Compaction/ Seismic Settlement					
	Ground Rupture					
	Ground Shaking					
	Tsunami					
	Seiches					
	Flooding Due to Failure of Dams and Levees					
LOSS OF MINERAL RESOURCES	Loss of Access					
	Deposits Covered by Changed Land-Use Conditions					
	Zoning Restrictions					
WASTE DISPOSAL PROBLEMS	Change in Groundwater Level					
	Disposal of Excavated Material					
	Percolation of Waste Material					
SLOPE AND/OR FOUNDATION INSTABILITY	Landslides and Mudflows					
	Unstable Cut and Fill Slopes					
	Collapsible and Expansive Soil					
	Trench-Wall Stability					
EROSION, SEDIMENTATION, FLOODING	Erosion of Graded Areas					
	Alteration of Runoff					
	Unprotected Drainage Ways					
	Increased Impervious Surfaces					
LAND SUBSIDENCE	Extraction of Groundwater, Gas, Oil, Geothermal Energy					
	Hydrocompaction, Peat Oxidation					
VOLCANIC HAZARDS	Lava Flow					
	Ash Fall					

(over)

For a list of geologic maps and reports available from the California Division of Mines and Geology, write to the California Division of Mines and Geology, P.O. Box 2980, Sacramento, CA 95812, or visit our District offices in SACRAMENTO, 2815 "O" Street, (916) 445-5716; SAN FRANCISCO, Room 2022, Ferry Building, (415) 557-0633; LOS ANGELES, Room 1065, 107 South Broadway, (213) 620-3560.

II. CHECKLIST OF GEOLOGIC REPORT ELEMENTS

REPORT ELEMENTS	YES	NO
A. General Elements Present		
Description and map of project.		
Description and map of site.		
Decription and map of pertinent off-site areas.		
B. Geologic Element (refer to checklist)		
Are all the geologic problems mentioned?		
Are all the geologic problems adequately described?		
C. Mitigating Measures		
Area mitigating measures necessary?		
Is sufficient geologic information provided for the proper design of mitigating measures?		
Will the failure of mitigating measures cause an irreversible environmental impact?		
D. Alternatives		
Area alternatives necessary to reduce or prevent the irreversible environmental impact mentioned?		
Is sufficient geologic information provided for the proper consideration of alternatives?		
Are all the possible alternatives adequately described?		
E. Implementation of the Project		
Is the geologic report signed by a registered geologist?*		
Does the report provide the necessary regulations and performance criteria to implement the project?		

*Required for interpretive geologic information.

III. PUBLISHED REFERENCES (selected)

A. California Division of Mines and Geology Publications

1. Alfors, J.T., et al., 1973, Urban geology master plan for California: Bulletin 198.
2. Greensfelder, R.W., 1974, Maximum credible rock acceleration from earthquakes in California: Map Sheet 23.
3. Jennings, C.W., 1975 Fault Report 13 of California, GDM No. 1.
4. Oakeshott, G.B., 1974, San Fernando, California, earthquake of 9 February 1971: Bulletin 196.
5. Note No. 37, Guidelines to geologic/seismic reports, 1973.
6. Note No. 43, Recommended guidelines for determining the maximum credible and the maximum probable earthquakes, 1975.
7. Note No. 44, Recommended guidelines for preparing engineering geologic reports, 1975.
8. Note No. 45, Recommended guidelines for preparing mine reclamation plans, 1975.
9. Parke, D.L., Real, C.R., Toppozada, T.R., 1978, Earthquake Epicenter Map of California, showing events from 1900 through 1974.
10. Real, C.R., Toppozada, T.R., and Parke, D.L., 1978, Earthquake catalog of California, January 1, 1900-December 31, 1974 (microfiche).

B. Other Publications

1. Allen, C.R., et al., 1965, Relationship between seismicity and geologic structure in the southern California region: Bulletin of the Seismological Society of America, v. 55, no. 4.
2. Bolt, B.A. and Miller, R.D., 1971, Seismicity of northern and central California, 1965-1969: Bulletin of the Seimological Society of America, v. 61, no. 6.
3. California Department of Water Resources, 1964, Crustal strain and fault movement investigation: Bulletin No. 116-2.
4. Coffman, J.L. and von Hake, C.A., ed., 1973, Earthquake history of the United States: U.S. Department of Commerce, Publication 41-1.
5. Hileman, J.A., et al., 1973, Seismicity of the southern California region, 1 January 1932 to 31 December 1972: California Institute of Technology, Contribution 2385. Periodical updates to this are available.

IV. PUBLIC AGENCIES WITH GEOLOGIC DATA

Source	Data Available			
	Seismicity	Geology	Ground Water	Soils
Libraries and Geology and Engineering Departments of California Universities	X	X	X	X
California Institute of Technology	X			
California Division of Mines and Geology (Sacramento, San Francisco, Los Angeles, CA)	X	X		
California Department of Water Resources (Sacramento, CA)		X		X
California Department of Transportation (District Offices)				X
County Soil & Water Conservation Districts				X
County Engineer and Departments of Building and Safety	X	X		X
County Highway Department				X
County Flood Control District				X
U.S. Geological Survey (Menlo Park, CA)		X		
U.S. Corps of Engineers (District Engineer)		X		
U.S. Bureau of Reclamation (Regional Offices)		X		
U.S. Soil Conservation Service and Forest Service				X

OAKLAND HERITAGE ALLIANCE

May 25, 1990

Ms. Avril Tolley
Oakland City Planning Dept.
421 14th Street
Oakland, CA 94612

Re: Oakland East Bay Galleria/Notice of Preparation of Draft Environmental Impact Report

Dear Ms. Tolley,

I am writing in response to the Notice of Preparation received on April 25, 1990 regarding the above project. Oakland Heritage Alliance is very concerned about the design and impact of this project, particularly its effect on the numerous significant historic structures in the Uptown District (as identified in the Oakland Cultural Heritage Survey), and the impact of the project on the historic resources in the Downtown District (City Center) and along the San Pablo corridor. We urge that these matters be covered in depth in the EIR.

The notice of preparation identified probable effects on historic or cultural resources. In assessing these effects, we assume the EIR will contain an analysis of project alternatives which incorporate these resources into the plan, and retain the historic street patterns, as well as an evaluation of the impact of the project on adjacent historic resources.

Given the wealth of significant buildings in the project area, and their contribution to the character of downtown, a project plan which focuses on retention of these buildings should be considered as early in the process as possible.

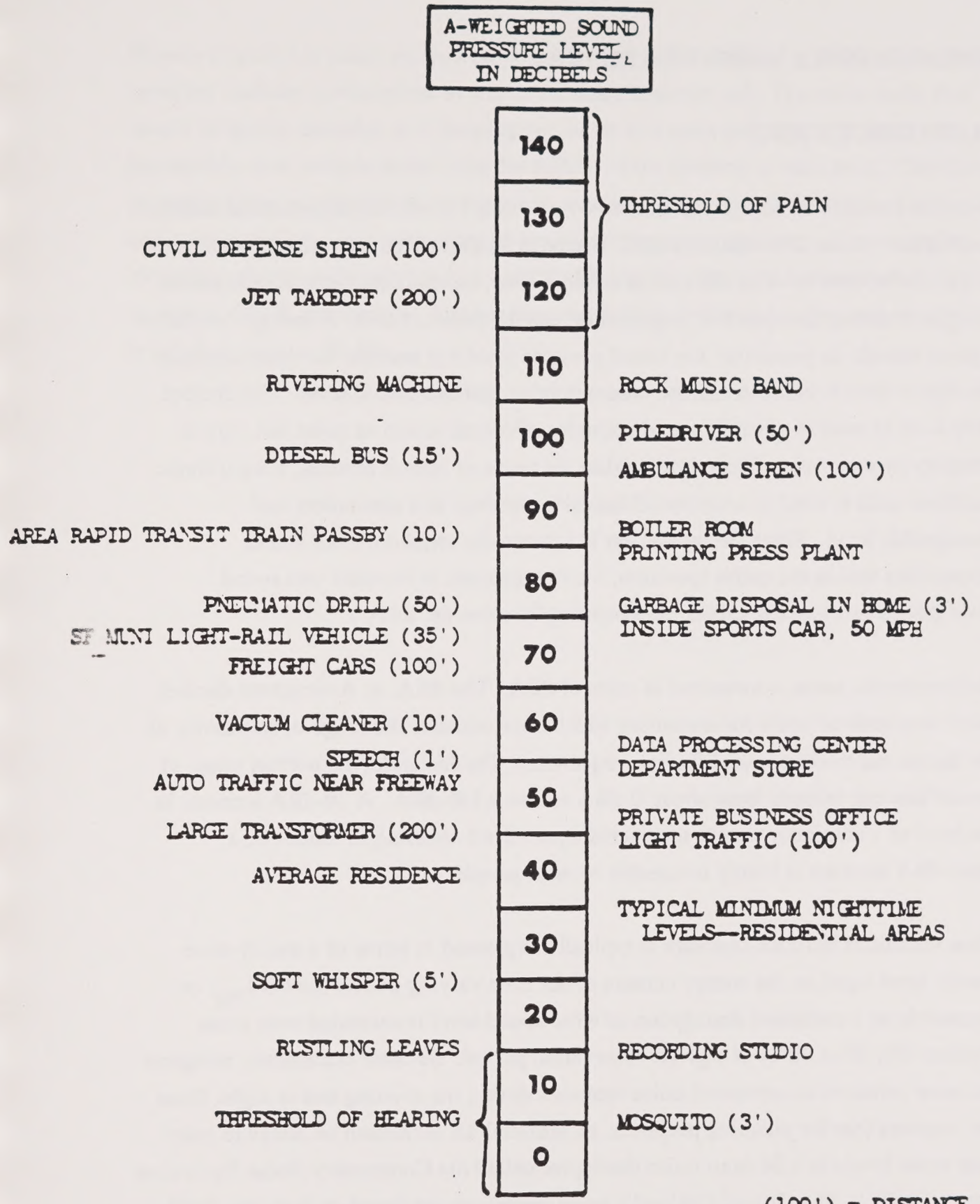
Thank you for the opportunity to comment.

Very truly yours,

Carolyn Douthat
Preservation Action
Committee

Office: 1418 Lakeside Drive, Oakland • (415) 763-9218
Mail: P.O. Box 12425, Oakland, California 94604

APPENDIX IV.G.1: TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT AND INDUSTRY



TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT AND INDUSTRY

12/81

APPENDIX IV.G.2: NOISE DESCRIPTORS

NOISE DESCRIPTORS

Sound is mechanical energy transmitted by pressure waves in a compressible medium such as air. Noise is unwanted sound. Sound is characterized by various parameters that describe the rate of oscillation of sound waves, the distance between successive troughs or crests, the speed of propagation, and the pressure level or energy content of a given sound. In particular, the sound pressure level has become the most common descriptor used to characterize the loudness of an ambient sound level. The decibel (dB) scale is used to quantify sound intensity. Because sound or noise can vary in intensity by over one million times within the range of human hearing, a logarithmic loudness scale is used to keep sound intensity numbers at a convenient and manageable level. Since the human ear is not equally sensitive to all sound frequencies within the entire spectrum, human response is factored into sound descriptions in a process called "A-weighting" written as "dBA".

Environmental noise is measured in units of dBA. The dBA, or A-weighted decibel, refers to a scale of noise measurement which approximates the range of sensitivity of the human ear to sounds of different frequencies. On this scale, the normal range of human hearing extends from about O dBA to about 140 dBA. A 10-dBA increase in the level of a continuous noise represents a perceived doubling of loudness; a three-dBA increase is barely noticeable to most people.

Time variations in noise exposure is typically expressed in terms of a steady-state energy level equal to the energy content of the time varying period (called L_{eq}) or alternately as a statistical description of what sound level is exceeded over some fraction (10, 50 or 90%) of a given observation period. Because community receptors are more sensitive to unwanted noise intrusion during the evening and at night, State law requires that for planning purposes, an artificial dB increment be added to quiet time noise levels in a 24-hour noise descriptor called the Community Noise Equivalent Level (CNEL). The City of Oakland's noise guidelines are based on both the CNEL and L_{dn} descriptors. L_{dn} is similar to CNEL in that they both add a 10-dB penalty to all noise events between 10:00 p.m. and 7:00 a.m.; CNEL also adds a penalty during the evening hours between 7:00 p.m. and 10:00 p.m. In practice, Ldn and CNEL usually do not differ by more than one to two dB at any given location. Therefore, a baseline noise evaluation in terms of either descriptor is a valid characterization of existing and future exposures in the project area.

Human response to noise varies from individual to individual and is highly dependent upon the ambient environment in which the noise is perceived. The same noise that would be highly intrusive to a sleeping person or in a quiet park might be barely perceptible at an athletic event or in the middle of the freeway at rush hour. Therefore, planning for an acceptable noise exposure must take into account the types of activities and corresponding noise sensitivity of any particular set of land uses. For example, sleep disturbance may occur at less than 50 dB, interference with human speech begins at around 60 dB, and hearing damage may result from prolonged exposure to noise levels in excess of 90 dB.

APPENDIX IV.I.1: HAZARDOUS PROPERTIES

Toxic Substances may cause short-term or long-lasting health effects, ranging from temporary effects to permanent disability, or even death. For example, such substances can cause disorientation, acute allergic reactions, asphyxiation, skin irritation or other health effects if human exposure exceeds certain levels (the level depends on the substance involved). Carcinogens (substances known to cause cancer) are a special class of toxic substances. Examples of toxic substances include benzene, which is a component of gasoline and a suspected carcinogen, and methylene chloride, a common laboratory solvent.

Ignitable substances are hazardous because of their ability to burn. Gasoline, hexane and natural gas are examples of ignitable substances.

Corrosive materials can cause severe burns or damage materials; these include strong acids and bases, such as lye or sulfuric (battery) acid.

Reactive materials may cause explosions or generate toxic gases. Explosives, pure sodium or potassium metal (which react violently with water), and cyanide are examples of reactive materials.

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